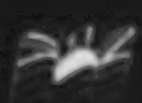
Ministry of Municipal Affairs, Recreation and Culture

Annual Report 1988-89



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To the Honourable David C. Lam
Lieutenant Governor
Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

I have the honour to present the Annual Report of the Ministry of Municipal Affairs, Recreation and Culture for the fiscal year ended March 31, 1989.

Graham P. Bruce

Graham P. Bruce
Minister of Municipal Affairs,
Recreation and Culture

To the Honourable Graham P. Bruce
Minister of Municipal Affairs, Recreation and Culture

Sir:

I have the honour to present the Annual Report of the Ministry of Municipal Affairs, Recreation and Culture for the fiscal year ended March 31, 1989.

Ken MacLeod
Deputy Minister
Ministry of Municipal Affairs,
Recreation and Culture

Mandate

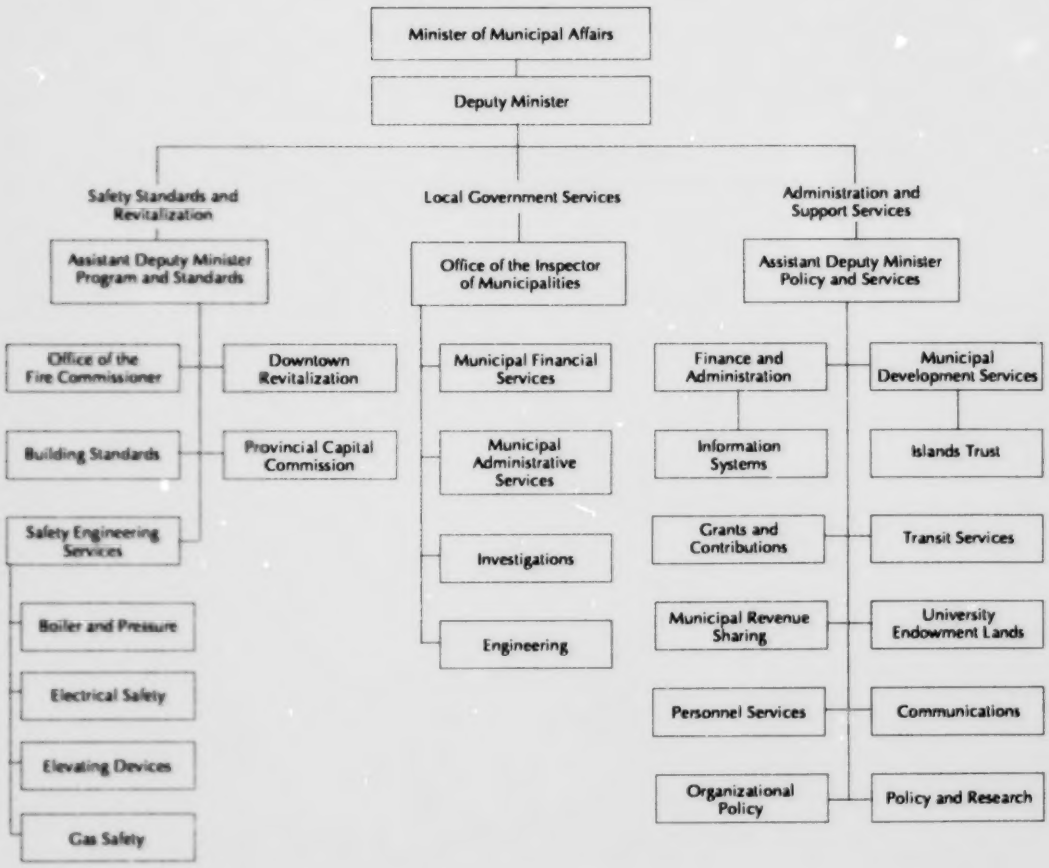
The mandate of the Ministry of Municipal Affairs, Recreation and Culture is to support and maintain British Columbia's communities.

Ministry programs help ensure that British Columbians:

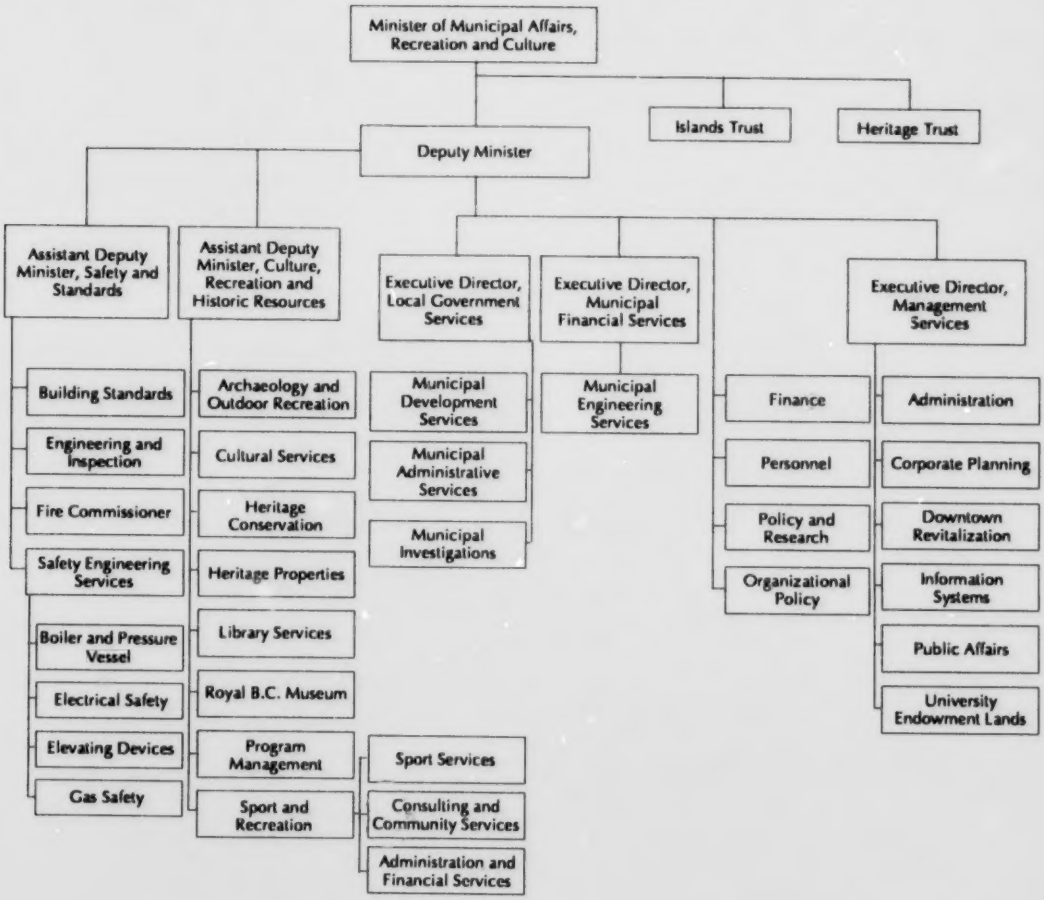
- are able to exercise the greatest degree of **local self-determination** in the character and development of their community,
- are **secure** in their living and working environments, and
- are able to achieve a high **quality of life** with opportunities for personal and cultural development.

Organization of the ministry

The ministry is organized around the three building blocks of community life; self-determination, security, and quality of life. The ministry's mandate has evolved over the past number of years. During 1988-89, its evolution was completed with the addition of recreation, culture and historic resources



branches formerly administered by the Ministry of Tourism. The organization charts on this and the previous page show the changes; the chart on the previous page details ministry organization at the start of the reporting year; the chart below shows ministry organization at the end.



Organization of the Annual Report:

This annual report describes how the ministry used its resources and programs to fulfil its mandate between April 1, 1988 and March 31, 1989. The report is organized according to the ministry's mandate rather than its structure.

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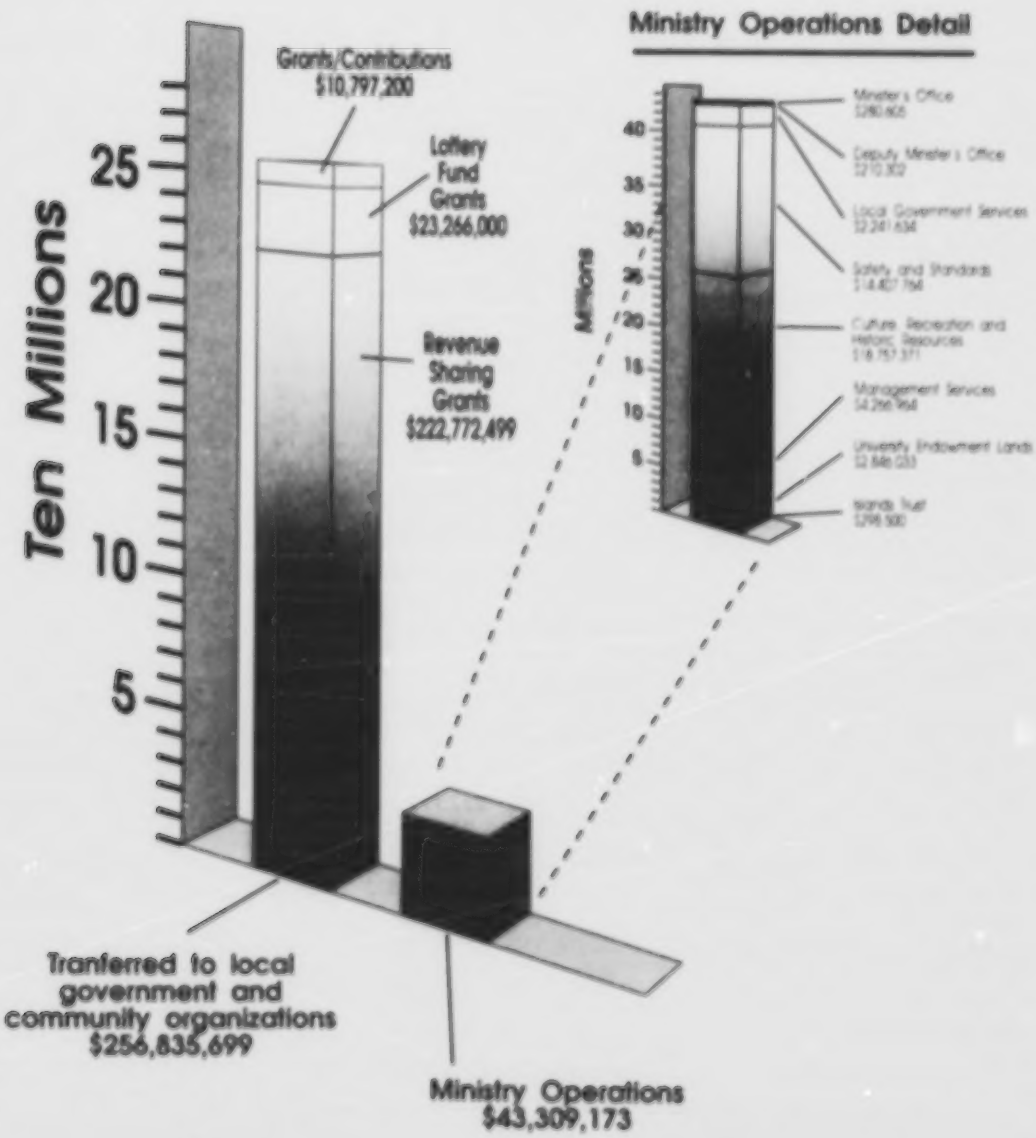
Ministry Finances

The ministry fulfils its mandate in large measure through the organizations that have a stake in its mandate — local governments, independent agencies and volunteer organizations. The ministry provides these groups with funding, advice and administrative support. In fact, most of the ministry's annual budget is not spent on ministry operations but transferred to community organizations where decisions are made locally on how to utilize it. Usually the money is spent locally as well, creating employment, buying supplies and providing services.

The following table shows the ministry's budget and staffing for the reporting year (compared to the previous year). It also shows the amount that was transferred to local governments and other organizations for use in their activities.

Ministry Finances at a Glance

Total Expenditures, 1988-89: $300,144,872



	Total Expenditures			Full-time Equivalents	
	1987-88	1988-89	% Change	1987-88	1988-89
Minister's Office	235,919	280,605	+ 19	6	7
Deputy Minister's Office	280,186	210,302	- 25	4	4
Local Government Services					
Inspector of Municipalities	312,902	352,892	+ 13	5	4
Municipal Development	873,216	788,089	- 10	18	16
Municipal Administration	431,521	368,066	- 15	12	11
Municipal Finance	713,716	732,587	+ 3	17	20
Safety and Standards					
Assistant Deputy Minister	153,751	147,982	- 4	1	1
Building Standards	315,025	320,414	+ 2	6	6
Engineering and Inspection	1,242,110	1,650,000	+ 33	[1]	26
Office of Fire Commissioner	2,148,106	2,267,342	+ 6	43	39
Safety Engineering Division	9,976,216	10,022,026	-	200	189
Culture, Recreation and Historic Resources[2]					
Assistant Deputy Minister's Office	1,922,875	2,133,934	+ 11	[1]	3
Archaeology & Outdoor Recreation	270,083	446,208	+ 65	[1]	11
Cultural Services	437,971	404,481	- 8	[1]	12
Heritage Conservation	938,258	681,169	- 27	[1]	19
Heritage Properties	3,258,785	3,248,803	- 0.3	[1]	50
Library Services	540,996	608,701	+ 12	[1]	29
Royal BC Museum	7,937,244	10,311,201	+ 30	[1]	111
Recreation and Sport	1,032,063	922,874	- 10	[1]	26
Management Services					
Assistant Deputy Minister	221,846	206,977	- 7	3	3
Finance and Administration	2,037,521	1,930,108	- 5	29	35
Personnel	232,857	269,869	+ 16	5	7
Policy and Research	452,267	443,426	- 2	8	8
Organizational Policy	96,199	106,802	+ 11	2	4
Downtown Revitalization Program	68,083	73,404	+ 8	1	1
Information Systems	862,326	1,018,000	+ 18	1	2
Public Affairs [3]	216,970	218,378	+ 1	2	4
University Endowment Lands (Net)	3,202,778	2,846,033	- 11	85	79
Islands Trust	162,000	298,500	+ 84		
Total for Ministry Operations	40,573,790	43,309,173	+ 6.7	448	729
Revenue Sharing Grants[4]	228,437,658	222,772,499	- 2.5		
Lottery Fund Grants [4]	23,545,000	23,266,000	- 1.2		
Grants and Contributions[4]	10,087,200	10,797,200	+ 7		
TOTAL EXPENDITURES	302,643,648	300,144,872	- 0.8		
Revenue					
Safety Engineering Division	(6,678,000)	(7,930,000)	+ 19		
Attractions Fees	(1,014,000)	(2,079,000)	+ 105		
Library Services	(75,000)	(200,000)	+ 166		
TOTAL REVENUE	(7,767,000)	(10,209,000)	+ 31		
NET	294,876,648	289,935,872	- 1.7		

1. Some figures are not available because the branch was new to the Ministry in 1988-89.
2. The branches in this department are all new to the Ministry in 1988-89. The figures represent their expenditures for a whole year whether or not they were part of this Ministry for all of the period indicated.
3. Includes Provincial/Municipal Partnership Program.
4. Grants made to community organization and local governments.
(Revenue Sharing Appropriations: 1987-88, $231 million; 1988-89, $239.3 million)

Self-Determination

To help ensure a high degree of local self-determination, the ministry supports local government in providing:

1. **administrative and financial services** for effective, responsible local government,
2. funding through **revenue sharing** programs,
3. **development assistance,** and
4. **training** for municipal officials.

1. Administration and Finance

Local governments receive legal authority for their activities from the provincial government, principally through the *Municipal Act*. The act also creates the position of Inspector of Municipalities who is given overall responsibility for the financial and administrative well-being of local governments. The act requires that many local government activities receive the approval of the Inspector of Municipalities or the Minister of Municipal Affairs, Recreation and Culture.

Municipal Administration

The ministry reviews municipal and regional district bylaws for substance and form, and Municipal Administrative Services Branch staff make recommendations regarding their approval by the minister or the Inspector of Municipalities.

- Over the past several years, the legal requirement for provincial government approval for various local government activities has been under review; this continued during 1988-89. The trend established in previous years is reflected in the number of items that required ministerial approval in 1988-89 — 701; this was 79 per cent of the number required the previous year. The decreased need for review enabled ministry staff to spend more time in the field, expanding their participation in meetings of chapters of the Municipal Officers' Association and providing direct liaison with local government officials.
- Loan authorization bylaws and Municipal Finance Authority resolutions require Certificates of Approval. (The Municipal Finance Authority operates without direct ministry involvement; it is established by its own act with a board composed of local government representatives to raise funds by issuing debentures for the long-term borrowing needs of municipalities and regional districts. It also provides an investment pool and short-term borrowing for local government.) During 1988-89, 77 Certificates of Approval were issued.

The ministry also reviews proposed changes in regional district functions, specified areas, municipal boundaries and local government administration.

- Regional districts acquire new functions by letters patent issued by the Province. After ministry review during 1988-89, 36 new functions were granted to the 29 regional districts and 31 Supplementary Letters Patent were issued to amend existing functions, alter cost apportionment formulas and tax rate limitations, increase authorized borrowing for various capital projects or add member municipalities.
- Regional districts may provide a service on a limited basis through a specified area bylaw; each service may have a separate boundary for regulation and cost-recovery purposes. Twenty-four specified areas were established in 1988-89 and the boundaries of 25 previously established specified areas were amended.

- Municipal boundaries are changed by issuing supplementary letters patent; new municipalities are incorporated by issuing letters patent. During 1988-89, nine boundary revisions took effect in eight municipalities and Letters Patent were also issued authorizing the incorporation of two municipalities.

Ministry staff also review the *Municipal Act* on an on-going basis, to amend sections which need clarification or which no longer reflect current practices, and to repeal provisions which no longer reflect accepted standards or the needs of communities.

Municipal Finance

The ministry monitors and assists in maintaining the financial viability of local government. It provides advice to local government on such matters as current and long-term budgetary requirements and capital financing. It reviews financial statements and makes recommendations to the Inspector of Municipalities who has a statutory duty under the *Municipal Act* to approve all long-term borrowing of local governments. Branch staff also make recommendations on legislation and review capital grant applications to the Revenue Sharing Fund.

During 1988-89, Municipal Financial Services branch activities were aimed at improving local government financial reporting, implementing a tracking and reporting system for capital grant applications to improve the capital grant application process, improving information available to local government officials by updating appropriate sections of municipal and improvement district manuals, and increasing field inspection visits to local governments.

- Through participation in the Local Government Affairs Subcommittee of the Institute of Chartered Accountants of British Columbia, the branch assisted in the presentation of the course Municipal Accounting and Auditing.
- The branch also participated on a committee of the Government Finance Officers Association to develop a Certificate of Achievement for Excellence in Financial Reporting for Municipal Governments in Canada.
- The branch continued its policy of visiting as many municipalities, regional districts and improvement districts as possible during the year. In addition, staff of the branch attended several conferences of the Municipal Officers' Association, the Union of British Columbia Municipalities and the two Improvement District Associations.

Increased funding for the ministry's water and sewer grant program will require continual review to streamline the processing of a projected increase in applications. The implementation of new legislation for regional districts will require an increase in the provision of advice, hands-on counselling and manuals.

Municipal Investigations

The ministry investigates and adjudicates complaints from individuals, corporations and organizations about local government procedure. The Municipal Investigations Branch tries to resolve complaints about local government process either through an adjustment in the application of administrative procedures or by clarifying

the rationale and role of municipal administration and policy. The branch also answers numerous inquiries, from elected and appointed local government officials, the media, the Ombudsman's office and other provincial ministries, usually to clarify local government powers and methods of implementation.

In 1988-89, the branch responded to 600 complaints, of which 76 were formally registered as investigative complaints. Complaints most frequently involved property transactions and easements, council powers and procedures, licences, taxes and miscellaneous charges. During the year, there were also 600 inquiries, half of them verbal and the balance in the form of briefs and letters. Of the latter, 79 were registered as investigative complaints and reviewed in detail.

Client concerns tend to increase with rising economic vigour in the province. As of the end of the reporting year, this would foretell a rise in complaints and a need for the branch to concentrate on accelerating the resolution process. Increased awareness of local government jurisdiction and improved communications at the local level would reduce the need to seek branch assistance.

2. Revenue Sharing

The Ministry of Municipal Affairs, Recreation and Culture administers the Revenue Sharing Fund, established in 1977 by the *Revenue Sharing Act* as a fixed proportion of provincial general revenue from personal income tax, taxable corporate income and a number of other provincial revenue sources. During 1988-89, these various formulas resulted in $239.3 million being transferred to the fund.

Regulations in the *Revenue Sharing Act* govern the funding formulas of various grants to local governments under the program. Grants include basic grants based on per-capita assessment, unconditional grants (the largest portion of the fund) and grants to regional districts. There are grants that assist municipalities with infrastructure, including sewer and water facility construction, highways and changing overhead transmission lines to underground. Grants are also provided for planning activities, incorporations, amalgamations and boundary changes, and studies for water and sewage facilities. The grants are described in more detail in Appendix 2.

During 1988-89, the Revenue Sharing Fund provided grants to municipalities totalling $222.8 million.

Several branches in the ministry's local government services area play a role in evaluating grants and grant applications under the Revenue Sharing Program.

Infrastructure:

The Municipal Engineering Services Branch evaluates Water and Sewer Facilities Construction Grant applications and administers the Water and Sewer Study Grant program. It advises local governments and supervises water and sewer facility work in improvement districts, working closely with the Ministry of Environment and the Ministry of Health to co-ordinate efforts on drinking water quality, on-site sewage treatment and municipal sewage treatment. During 1988-89, the branch completed a number of interministry assessments related to water and sewer that led to better co-ordination of provincial initiatives.

The demand for water and sewer grant funds continues to grow. The value of construction almost doubled from 1987-88, mainly to accommodate growth and replace old infrastructure. An additional $20 million in water and sewer grant funding was available in the reporting year. This enabled the backlog of infrastructure projects to be reduced considerably. As the economy continued to strengthen at the year end, municipalities were expected to attempt to further catch up on infrastructure upgrading with the help of provincial grants. A number of high-cost water and sewage treatment projects may still require more generous funding to proceed.

In January 1989, the Ministry of Environment ended its support for

improvement district engineering; two engineering positions were subsequently transferred to the branch from the Ministry of Environment.

Planning:

The Development Services Branch administers planning grants. Up-to-date plans and efficient approval systems help attract and facilitate development as well as guide public expenditure on services. By focusing the planning grant program on specific types of projects, provincial government objectives for community and rural planning can be achieved.

Basic and Unconditional Grants:

Basic and unconditional grants under the Revenue Sharing Program are calculated by the Policy and Research Branch. Revenue Sharing grant formulas are complex, taking account of several factors. During 1988-89, as in previous years, procedures were improved for added productivity.

Restructuring:

The Organizational Policy Branch manages restructuring assistance. An allocation of $4 million provides grants for the study of restructure proposals and transitional assistance grants for newly restructured areas. Program emphasis is on assisting with locally initiated change but more direct ministry involvement is often required for complex, visible and important restructure problems which cannot be resolved locally.

3. Municipal Development

The ministry promotes the efficient and effective management of community growth and development, and the improvement of legislation, regulations and operating procedures to facilitate that management. It also promotes ongoing consideration of provincial interests in local government decision-making and co-ordinates policies and programs of local government with other ministries and the private sector.

The ministry conducts research into local government problems, identifies issues and develops legislative and program policy for the ministry to address the issues and problems. It also facilitates the process of change in local government structure to ensure that it suits the level of settlement development and community services.

Development Services

The Municipal Development Services Branch provides advisory and supervisory services and financial assistance, and develops legislation for local government planning and development. It receives and processes official community plans and regulatory bylaws from regional districts and recommends on their approval, alteration or rejection. The branch also advises the Inspector of Municipalities on official community plans and the implementation of bylaws submitted by villages for registration.

In addition to bylaws requiring ministerial approval, most regional district and many municipal regulatory bylaws are reviewed by the branch and other provincial ministries to ensure that provincial government interests are not adversely affected by their enactment. In this way, regional districts are kept aware of extensive provincial interests in the rural areas of British Columbia. Resource development projects are reviewed to ensure that land and critical community services required by a project are provided in an expeditious and cost-effective manner.

During 1988-89, the Comprehensive Development Planning program continued to be a major focus. This program, funded through planning grants, encourages local governments to examine the fiscal implications of planning, land-use and servicing decisions. Branch planners participated in steering committees with local governments to develop appropriate terms of reference, hire consultants and supervise the projects to successful completion.

The branch continued to give high priority to increasing contact with local governments clients, especially with smaller municipalities. Planners met with local government staff and interested elected officials of each local government to determine and assist with their planning needs.

Regional district planning directors met in Victoria in early November to discuss matters of common concern with ministry staff and staff from other ministries.

Under Section 187 of the *Municipalities Enabling and Validating Act*, the minister must approve bylaws which involve floodplains in the Lower Mainland. An increase in these approvals in 1988-89 reflects increased development activity in the Lower Mainland. As official community plans continue to be adopted, the need for ministerial approval of regional district regulatory bylaws is removed, resulting in steady decreases in the require-

ment for regional district bylaw approvals by the ministry. The decrease was also evident during 1988-89. A decline in village bylaw approvals during the year may be a result of more intense activity than usual in previous years.

Work continued on technical amendments to Part 29 of the *Municipal Act*. However, other priorities for legislation took precedence and a backlog of planning and development control amendments developed. Demand for planning grants will continue to be high and emphasis is expected in the areas of comprehensive development planning and planning for maintenance and upgrading of municipal infrastructure.

Policy and Research

The Policy and Research Branch researches local government issues and contributes to legislative planning and development, including the development of new regional district legislation.

As part of a concerted ministry effort to modernize legislation, branch staff provided research support for a continuing review of the legislation governing regional districts, the first complete examination of Part 24 of the *Municipal Act* since 1965. As part of the ministry's commitment to consultative policy development, branch staff communicated extensively with regional district officials on the issues. Bill 60, 1988 was given first reading in the Legislature for discussion purposes. Staff subsequently attended the 1988 UBCM Convention to hear comments on the legislation and discuss a proposed legislative transition plan. At year's end, work was underway on the final version of the legislation, the objective being adoption and introduction of new legislation in the summer of 1989.

Branch staff were also heavily involved in the opening phases of research on amendments to the *Islands Trust Act*. As the year closed, introduction of new legislation in the 1989 session was anticipated.

As part of a government-wide commitment to improved planning, the branch coordinated a central study team, drafted several key documents and set up a process for involving all ministry management staff in the development of a strategic plan. In July 1988, ministry expansion and reorganization led to a realignment of roles and the major responsibility for strategic planning shifted to the ministry's executive office.

Notable research projects included:

- completion and publication of a comprehensive *Bibliography of Local Government in British Columbia*, covering such topics as local government history, structure, law, services, planning and social services, with special attention to regional government, native self-government and special purpose bodies;
- continued work aimed at developing the most complete and comprehensive index of local government legislation available from any source;
- development of computerized systems for legislative information retrieval, including an electronic version of the *Municipal Act*;
- a study of local government finance, in co-operation with the UBCM (still underway as the year concluded).

Staff training will continue to be a high priority, as will productivity

enhancement through computer automation.

Organizational Policy

The Organization Policy Branch assists local communities with incorporation, amalgamation and boundary extension proposals and coordinates relations with other ministries with restructure responsibilities. It also directs grants and other resources to appropriate restructure projects and informs the public about local government restructure.

During 1988-89, the branch substantially increased its field presence and provided local governments and restructure committees with enhanced advice and assistance. An additional research officer was added to enhance research capabilities, program development and administration.

Discussions were initiated with the Ministry of Transportation and Highways to obtain greater assistance for rehabilitation of roads, following up on the results of a review of the restructure program in the previous year. The branch director chaired a ministry task force on rural services and governance.

Restructure activity highlights during 1988-89:

- The residents of View Royal voted in favour of incorporation as a town municipality; incorporation took place on December 7, 1988.
- Residents of Lantzville rejected incorporation as a district municipality and residents of Sandspit rejected incorporation as a village municipality.
- The restructuring of the Greater Vancouver Regional District to include the City and District of Langley from the Central Fraser Valley Regional District was completed with an effective date of January 1, 1989. This represented the second major change to the structure of regional districts since their inception in the late 1960s.
- The branch continued to assist in the implementation of self-governance for the Sechelt Indian Band. A comprehensive review of the Sechelt model was prepared for a national conference on aboriginal self-government.
- A major restructure of the District of Campbell River was undertaken to facilitate the provision of sewage facilities to Quinsam Heights to resolve serious environmental problems.
- A major boundary extension for the District of Logan Lake to enclose the Highland Valley Copper mine was undertaken. This provides for a sharing of tax revenues with the Village of Ashcroft and will substantially increase the fiscal resources of both communities.
- The branch assisted in the restructure of the Anmore/ Belcarra fire protection service.
- Early in 1989, Chris Woodward, former Deputy Minister, was appointed to mediate an ongoing dispute between the Southern Okanagan Lands Irrigation District and the communities of Oliver and Osoyoos.
- A major study of the amalgamation of local governments in the Comox Valley was initiated.
- Research was initiated on changes to Islands Trust legislation to facilitate incorporation of

municipalities within the Trust area.

- Research was initiated on the tax rate levels in rural areas.

At the end of the fiscal year, four preliminary incorporation studies and 10 preliminary studies of municipal boundary adjustments were underway. Active implementation studies at year end included six incorporation studies, four boundary reviews, one examination of regional district structure and one amalgamation study.

The provincial budget for 1987-88 signalled the province's intention to increase its level of cost-recovery in rural areas. The *Taxation (Rural Area) Act* provides for a direct levy by the province on property outside of municipalities. The levy under this act was increased for 1988 to a rate of $1.70 from $1.40 the previous calendar year, and to $2.30 in 1989. The budget also increased the minimum property tax payable to $350 from $200. Continuing increases in provincial rural tax rates are encouraging rural communities to consider the advantages of local government and this will increase demand for the branch's services.

Downtown Revitalization Program

The Downtown Revitalization Program (DRP) administers lottery funds provided to the ministry to support local initiatives by municipalities and business people for core commercial area improvements in communities across B.C.

The Downtown Revitalization Program Society of B.C. became fully operational on April 1, 1988, with a pragmatic approach to core area revitalization and a $5 million fund provided by the B.C. Lottery Fund. A further $5 million was approved in February 1989. The principal of the DRP fund is used to provide loans under the program and the interest is used to provide grants. The program and awarding of funds is set up under the DRP Society, incorporated under the *Society Act*, however, staffing for the program is paid from the ministry budget.

The program provides grants for design and for altering the Official Community Plan, and loans for capital works improvements to downtown areas. It also provides grants to merchants wishing to upgrade their store fronts as part of their community's overall revitalization plan.

The society earned $464,904 interest on its fund by March 31, 1989. The society's intention to use only the interest earned on the fund to pay for all grants was achieved in 1988-89 with a surplus of $99,099.

In January 1989, Business Improvement Area (BIA) legislation was passed, providing merchants with a mechanism to market jointly. A BIA book was prepared and BIA workshops were held in Vancouver (370 attended) and in Nanaimo (130 attended). Six BIAs were in place by the end of the reporting period.

DRP staff held approximately 90 municipal meetings around the province during the year, covering all aspects of the program, and attended three out-of-province workshops - in Whitehorse, Toronto and Red Deer.

The program won two awards during 1988-89:

The International Society of Arboriculture gave its Gold Leaf Award to the program for its support of tree planting in downtown areas.

A DRP-funded project by Victoria developer Michael Williams for restoring historic buildings on lower Johnson Street received an award from the New York-based Downtown Ideas Exchange.

The coming year will see the first repayment of loan funds, $342,716 ($140,111 principle and $202,604 interest) to the society's fund. Capital Works Loans approved in 1988 will be paid out in full in 1989.

4. Training for Municipal Officials

The *Municipal Act* establishes the Board of Examiners to encourage municipal officials to receive training in municipal government administration. The board awards Certificates of Proficiency in Municipal Administration and scholarships to eligible municipal employees.

The board is comprised of three members appointed to a three-year term by the Lieutenant Governor in Council on the recommendation of the minister. The minister nominates one member and receives one nomination each from the Union of British Columbia Municipalities (UBCM) and the Municipal Officers' Association of British Columbia (MOA). The board's administrative and secretarial functions are performed by staff from the Policy and Research Branch of the ministry.

Two kinds of certificates are presently issued by the Board of Examiners: an Intermediate Certificate and a Senior Certificate, both of which recognize an individual's proficiency in local government administration. The criteria for awarding certificates are based on both academic training and work experience.

The Board of Examiners administers two scholarship programs:

The Provincial UBCM Commemorative Scholarship/Fellowship Program provides financial assistance to persons working in local government who wish to upgrade their professional skills through post-secondary courses, workshops or seminars on local government administration.

Any local government employee is eligible to receive an award from the Jeff McKelvey Scholarship Fund, established by the UBCM, to assist in improving his or her skills.

The Board of Examiners met nine times during 1988-89. Forty-three applications for Senior and Intermediate Certificates in Municipal Administration were reviewed and 16 certificates were issued during the year. Eleven applications were declined and 16 were still pending a decision from the board at the year end.

Fifty-one UBCM scholarships were awarded in 1988-89, using $18,230 of the $25,000 allocated annually. The board was concerned that not all municipal employees are aware of the scholarship opportunities available to them and has increased efforts to publicize the scholarship programs. Three Jeff McKelvey scholarships were awarded in 1988-89 for a total amount of $1,969.

The board continued its review of the certification program regulations. The review began in June 1987, prompted by expanding roles and responsibilities of municipal employees and by the Municipal Officers' Association's (MOA) new education programs. Discussions focused on the board's desire to recognize the corporate structure of today's local government and to issue certificates accordingly. Consensus was reached with the MOA on a classification of certificates which would see the Intermediate and Senior certificates retained and new classes of certificates created. A working committee comprised of board members and members of the MOA was established during the reporting period to develop new regulations which would be advanced to Cabinet in the fall of 1989 to take effect in the spring of 1990.

Security

The Ministry of Municipal Affairs, Recreation and Culture sets standards of safety by enacting **codes and regulations** and by amending them to meet the needs of the latest developments in building and equipment design. The acts maintained by the ministry are listed in Appendix 3.

The ministry facilitates implementation of legislation by ensuring that those people whose work is regulated receive adequate **information** about safety and the laws governing their work. Client groups include manufacturers, operators, installers, contractors and owners of buildings or equipment regulated by the acts. In the case of the *Fire Services Act*, clients of the ministry also include local governments and their fire departments, industrial fire departments, the insurance industry, emergency response agencies and the general public. In the case of the railways, clients include more than 50 intra-provincial railways but not national or international railways.

The ministry **monitors and enforces** the regulations under each act.

These programs are delivered by the branches of the Safety and Standards Department of the ministry:

- the Building Standards Branch
- Safety Engineering Division
  - Boiler and Pressure Vessel Safety Branch
  - Electrical Safety Branch
  - Elevating Devices Safety Branch
  - Gas Safety Branch
- Engineering and Inspection Branch
- Office of the Fire Commissioner

1. Codes and Regulations

Legislation governing safety must be continually updated to keep pace with rapidly changing technology. As new techniques and equipment are introduced, their safety must be evaluated and regulations regarding their use must be developed. This is often done at a national level, with provincial representatives providing input; provinces may then adopt the national standards, unchanged or with revisions that suit the individual province.

Advisory committees representing all facets of industry are involved in the preparation of provincial legislation and regulations. The committees also provide an appropriate forum for safety dialogue.

The B.C. Building Code is revised on a continual basis as required. During 1988-89, revisions included extensive changes to the requirements for mechanical ventilation in homes; industry had requested nationally developed requirements be simplified. Public forums were held at several locations around the province prior to adopting the changes. The code is also completely reprinted every five years. Leading up to this, proposals for change are accepted and reviewed, and a public forum, including municipal authorities, building and fire authorities, designers, builders, manufacturers and the public, is held to vote on the proposed changes. During the reporting year, the ministry began preparing for the next code change in early 1991.

As those with disabilities continue to participate more fully in all of life's activities, access to buildings is becoming a broader, more universal issue. The ministry continues to investigate the practicality of more universal accessibility to our built environment.

Amendments to the *Gas Safety Act* were prepared during 1988-89 to reflect recent changes in the gas trade. Preparations were also made to update the regulations in anticipation of the changes to the act in the next fiscal year. Municipal fire departments and propane companies were involved in finalizing requirements for the installation of retail propane dispensers.

Special wastes legislation was enacted on April 1, 1989 pursuant to the *Waste Management Act*. During 1988-89, the Office of the Fire Commissioner assisted the Ministry of Environment to develop this legislation which provides legal procedures for the identification, handling, storage, transportation and disposal of special wastes, including materials that are potentially hazardous to human health, public safety and the environment.

Municipalities and fire departments are increasingly exposed to litigation as a result of fire suppression and emergency rescue operations which often involve toxic or hazardous materials and pose new risks to public safety. During the fiscal year, the Fire Commissioner's Office explored ways for municipalities to protect themselves against litigation and developed amendments to the *Municipal Act* to expand the traditional authority of municipalities to include rescue operations, hazardous mate-

rials incidents, mutual aid agreements, medical emergencies and public service activities. The amendments to the Section 699 of the *Municipal Act* were enacted; distribution of a *pro forma* bylaw for local governments and consultation on the question of litigation will be a focus of activity in the next fiscal year.

In July 1988, inspections under the *Railway* and *Pipeline* acts were transferred from the Ministry of Transportation and Highways to this ministry. The Ministry of Transportation and Highways continues to administer other parts of the two acts and to maintain the legislation. The splitting of the responsibility required time to establish who did what for whom, how it would be done and what to do with the gray areas. Staff of both ministries agreed upon and implemented a workable plan.

2. Information/Education

The ministry provides information and education support services to its client groups, oversees examination of technicians and operators, such as the power engineers examination and the pressure welders program, and supports training for fire fighters at the fire academy. Technical seminars are held and technical bulletins and reports of appeal-board decisions are issued to maintain user awareness of current developments and to assist in assuring uniformity in the application of codes and regulations. Advisory committees assist in communicating with the industry and encouraging its participation in development of its safety assurance program and communications network. Information for the general public is provided to promote fire safety and safe use of gas and electrical equipment. Accidents are investigated and ministry personnel are often required to provide expert opinion for fire departments and in civil and criminal litigation regarding safety practices and procedures. The Fire Commissioner provides fire protection surveys and advice to local governments on fire suppression and prevention and to fire departments regarding their building inspection and fire investigation responsibilities. The office also maintains a provincial fire reporting and statistics system.

Just prior to the start of the reporting year, the minister appointed the Building Safety Advisory Council to provide a forum for the construction industry to deal with problems between its different sectors and to advise the ministry on issues where provincial action might be required. In its first full year, the council dealt with many issues, including mechanical ventilation in homes and the Station Square Development Inquiry into the collapse of a roof in Burnaby in April 1988. In addition, the minister appointed an Implementation Task Force to oversee implementation of the many recommendations that came out of the Stations Square Inquiry report.

During 1988-89, the first annual "Premier's Award for Excellence in Accessible Design" was introduced to heighten awareness of British Columbia's progressive legislation for accessibility to buildings and to recognize outstanding examples of accessible buildings and environments. Award winners included a special housing project in Vancouver, a library/museum complex in Penticton, a renovated church in Vancouver and a wheelchair-accessible mobile expresso coffee kiosk.

The ministry began work to establish a training program for plumbing inspectors, as a result of requests from plumbing and building inspectors, mechanical contractors and consulting engineers. The Building Standards Branch worked closely with the Ministry of Advanced Education and Job Training which provided funding for the development of course curriculum.

During the 1988-89, the Office of the Fire Commissioner published an *Environmental Code of Practice for Underground Storage Tanks* which had been developed by the National Task Force

on Leaking Storage Tanks at the initiative of the Canadian Council of Resource and Environment Ministers. The Fire Commissioner was represented on the task force. The Fire Commissioner also published guidelines addressing fire safety issues in covered malls used for activities not contemplated by their design, such as bazaars, trade shows or fairs and fashion shows. Other guideline publications dealt with the installation and maintenance of smoke alarms, the installation and use of wood-burning heating devices in the home, seating arrangements for bingo and banquets in public halls, fire safety in public schools, and the installation of tanks, pipes and related equipment at gasoline service stations.

Electrical safety was taken to the schools during the year, with the initiation of an Electrical Safety School Program. Inspectors brought slides, cartoons and questions sheets into a number of schools to instil the basics of electrical safety in young children.

3. Monitoring/Enforcement

The ministry monitors industry through programs of inspection, certification, licensing, examination, plan reviews, equipment approval and accident investigations. It also administers appeal boards which rule on challenges to the application and interpretation of regulations. Staff are involved in providing technical research for such appeal boards. In the case of the Fire Commissioner, emergency response is provided in hazardous-material incidents where evacuation is imminent or technical assistance is required.

In the Safety Engineering Division, industry has been increasingly involved in enforcement as a shared responsibility. In some cases, inspection is delegated to local government. The ministry's role is more focussed on identifying frequently occurring hazards through monitoring and audits, and on disciplinary action where necessary. While the Fire Commissioner maintains five regional offices, 725 local assistants to the fire commissioner — usually municipal staff such as fire chiefs — perform duties prescribed in the *Fire Services Act*.

In the Safety Engineering Division, a "user pay" policy has been adopted and is being phased in over several years. The goal is to recover 100 per cent of the cost for providing the division's services by 1990-91. In 1988-89, about $8.6 million was received, which equals about 86 per cent of division expenditures.

Cost recovery measures continued to be implemented during 1988-89. An annual fee system was made operational in selected pressure vessel sectors; full application was delayed until modifications could be made to the computer program. A Certificate to Operate for all elevating devices was introduced. Previously, revenue in this area was based on inspection fees and limited by the number of inspections possible in a given year, between 7,000 and 8,000. Because all elevating devices require the new Certificate to Operate, the costs are distributed evenly among all branch clients and revenue to the ministry is more stable and capable of 100 per cent cost recovery.

An increase in revenue from these cost recovery measures has been coupled with more efficient use of inspection resources, necessitated by increased demand for services and concurrent staff reductions:

- In the Gas Safety Branch, operations were made more efficient during 1988-89 by extending the use of the computer system and discontinuing unproductive procedures, initial stages of what is to be a four-year process. The number of permits per inspector has increased by more than 44 per cent over the past two years. The branch has further refined its increased emphasis on auditing installers rather than inspecting all installations. This ensures that only the most hazardous type of installations and marginal installers are inspected. The emphasis on auditing and the increased sharing of responsibility with the trade has also required a stricter interpretation of the

act and regulations by the trade. The Engineering and Inspection Branch continued revising inspection programs to maximize effectiveness and minimize the need for additional branch resources.

- The Elevating Devices Safety Branch gathered historical data and developed a scenario for assessing the inspection cycle; it concluded that a 24-month inspection cycle was adequate and in 1989 the branch will implement a revised work schedule. The branch also investigated a computerized Risk Management Program which would enable the branch to establish an appropriate inspection frequency for each elevating device in the province, based on risk factors such as age or amount of traffic.

Ministry initiatives were also aimed at refining the quality of inspection programs. During 1988-89, the Electrical Safety Branch created a statistical database to assess safety programs from a social and cost-effectiveness perspective.

Train operations and railway dangerous goods inspection programs were completed and implemented by the Engineering and Inspection Branch, two in a series of approximately eight to be designed and implemented over a 10-year span. In January 1989, the two new inspection programs were introduced to railway companies, including industrial and common carrier railways and Skytrain, and to employee representatives.

During 1988-89, several developments gave rise to inspection activity in the Engineering and Inspection Branch, including:

- construction of a 1,200-metre tunnel by B.C. Rail to avoid an area prone to rock slides,
- the opening of an industrial railway to serve a new pulp mill at Taylor,
- the sale of B.C. Hydro's Rail Freight Division to Itel of the United States,
- the design, review and testing of the first 10-passenger gondolas to be constructed in North America,
- the sale of B.C. Hydro & Power Authority (Gas Division) to Inland Natural Gas. The new company is called B.C. Gas Inc., and
- inspection and maintenance planning for avalanche control ropeways at two points along the Coquihalla Highway.

Almost 7,500 fires were recorded in the province in the 1988 calendar year. The Office of the Fire Commissioner directly investigated 373 fires, which is statistically consistent with previous years. The average number of fires investigated annually since 1982 is 332; the average annual increase has been 5.3 per cent, which generally reflects population increase.

The Office of the Fire Commissioner responded to five incidents involving hazardous materials or forest fires in close proximity to urban areas, about half the annual average.

Fire Commissioner personnel approved 1,117 building plans, conducted 16 fire protection surveys, inspected 244 properties, and spent 71 person-days appearing at judicial proceedings as expert witness. These totals are all statistically consistent with previous years.

At the end of the fiscal year, a boom in the construction indus-

try was forecast to continue, increasing demand for services. For example, an average of 650 new elevating devices are installed each year; the number of units in service was expected to total more than 12,000 by 1990.

Statistical accounts of safety activities during 1988-89 are contained in Appendix 4.

Quality of Life

Programs for Personal and Cultural Development

Quality of life for British Columbians is supported by ministry programs that:

1. assist local arts and cultural organizations and libraries in development of **cultural resources**,
2. encourage and help fund **sport and recreation** organizations.
3. provide leadership and support for the preservation of British Columbia's **historic resources**, and

Ministry programs focus on financial and organizational assistance to locally autonomous groups. In addition to its own budget, the ministry administers the British Columbia Cultural Fund, established in 1967 by legislation as a perpetual endowment to support cultural activities. The fund was originally given $5 million; since then, $5-million increases in 1969, 1972 and 1974 have brought the fund to $20 million. Since 1975, the interest available from the fund for grants has been augmented with revenue from the B.C. Lottery Fund.

1. Cultural Resources

Cultural Services

The ministry administers financial assistance to cultural organizations, provides advisory services, develops public awareness programs and provides liaison with other cultural boards and agencies in the private and other public sectors.

Financial assistance is provided to professional arts organizations, community arts councils, B.C. publishers, annual cultural events and individual artists and arts administrators (in the form of scholarships).

The British Columbia Arts Board, consisting of 15 citizens appointed by the minister representing all regions of the province and various cultural disciplines, advises the ministry. The board and the branch are assisted by advisory committees whose members are drawn from among artists, arts educators, arts administrators and others active in the arts community.

During 1988-89, the branch gave a total of $10.4 million in grants, 80 per cent of which went to professional arts organizations and 18 per cent to community development.

The branch began to consider and implement the recommendations of Artreach, a survey report conducted in the previous fiscal year on provincial government support of the arts in communities across the province. After a separate study for multi-year funding, the branch decided to continue multi-year funding for arts organizations.

The first phase in the development of a new computer system was completed, enabling more efficient processing of grant applications and the set up of a management information system.

The reporting year was the first full year of operation for B.C. Film, an independent agency which is funded by lotteries to assist in the development of an indigenous film industry in British Columbia.

Library Services

The Library Services Branch helps ensure that all British Columbians have access to a public library collection by providing support to public libraries through funding, expert consultation, training, interlibrary loan, special collections and technical services. The branch also facilitates information-sharing among B.C. public libraries, provides special materials to clients with special needs, promotes the use of public libraries and provides leadership on issues which affect libraries.

Annual grants are paid to all public libraries at a rate which ranges from $3.20 per capita for libraries serving the smallest communities to $1.60 per capita for larger libraries. Additional grants are paid to consolidated libraries at a rate of $8.50 per square mile of the area they serve and the single federated library system, such as the Greater Vancouver Library Federation, receives an annual $200,000 headquarters grant.

The branch provides a direct books-by-mail service to individuals living in areas of the province unserved by a local library. Individuals with visual or neurological disabilities are provided with audiobooks produced by the branch and distributed either directly or through a local library.

During 1988-89, libraries received $6.7 million in book, area and headquarters grants.

Branch objectives for 1988-89 included adoption of 1986 census figures as the basis for per capita grants and changing per capita grant conditions for small libraries to allow them to use 25 per cent of the assistance for administration. Both of these objectives were achieved, resulting in increased provincial funding to public libraries and greater financial flexibility for library boards in small communities. A target date of 1991 was set for a third objective of the grant program, to increase assistance rates by 30 per cent.

A multi-year strategy to improve performance and free resources for other programs included a reduction in the number of field offices. In June 1988, the Dawson Creek field office was closed and its services were moved to Prince George. In the fall of 1988, the two locations in Victoria were merged.

The New Approaches Task Force established in the fall of 1987 to review the delivery of public library services in B.C. submitted its report in April 1988. In response to one of the recommendations, for improved communication with clients, toll-free '800' telephone access to the branch was installed at all four office sites. Throughout 1988-89, the branch worked to implement many report recommendations and reviewed others.

Creating a plan for the establishment of a province-wide interlibrary loan network was a major program objective of 1988-89. In September 1988, a contract was awarded to Peat Marwick and a study was conducted through the year. A final report, recommending an administrative structure for the loan network, was presented to the minister in March 1989. Development is expected over three years.

Branch training programs were upgraded and orientation sessions were offered to public library boards throughout the province during 1988-89. The B.C. Library Trustees Association and the B.C. Library Association jointly received provincial support in the form of a $50,000 grant to organize workshops, continuing education programs and conferences for members of the library community. Under the Outreach Program, launched in 1986, 10 libraries received funding to a total of $56,493 in 1988-89 to promote public library services in their respective communities. To assist libraries with automation projects, payments totalling $143,099 were drawn from the Computerization of Libraries Fund and provided to six B.C. public library boards.

Policy work on revisions to the *Library Act* was started in 1988-89 and new provincial public library legislation is planned for 1991-92.

2. Sport and Recreation

The ministry promotes quality, diversity and participation in sport and recreation opportunities in British Columbia. Sport and Recreation Branch programs help develop and maintain a network of self-sufficient sport and recreation organizations, provide training for coaches, officials, instructors and administrators at the community level, and encourage participation and the pursuit of athletic excellence through support and recognition of individual athletes. As with cultural programs, much of the ministry's work and budget is spent supporting locally autonomous groups.

Organization Support: Administration grants are provided to local recreation commissions unable to employ full-time staff. Sport and recreation associations and provincial umbrella organizations receive funding for core administrative services.

Leadership Development: Financial assistance is provided for training of amateur sport and recreation instructors, trainers, volunteers, staff and administrators. Workshops for coaches across the province are supported as part of a National Coaching Certification Program.

Participation: The branch provides funding to the B.C. Games Society to stage annual winter and summer games, where the emphasis is on participation. Awards programs like the British Columbia Fitness Awards and the Premier's Sports Awards focus on participation and individual skills development.

Excellence: Athlete assistance such as the Premier's Athletic Awards, Nancy Greene Scholarships, B.C Athletic Awards and B.C. Sport Development Awards help those who have demonstrated athletic excellence, scholastic ability and leadership potential to further their education. B.C.'s Best Ever Program is aimed at increasing the probability of success of B.C. athletes striving to represent Canada in the Olympic Games. Team B.C. Development provides assistance to prepare B.C.'s athletic representatives for Canada Games competitions.

Organization

During 1988-89, recreation administration grants of $400 were provided to each of 216 recreation commissions during the reporting period. Funding totalling $4,904,967 was given to 97 provincial sport and recreation associations. Five provincial umbrella organizations received the following amounts:

Sport B.C. –	$115,412
B.C. Recreation and Parks Association –	$124,200
Outdoor Recreation Council of B.C. –	$117,400
B.C. School Sports –	$189,800
Sport and Fitness Council for the Disabled –	$115,088

In addition, a grant of $418,000 was awarded to the B.C. Administrative Centre for Sport, Recreation and Fitness. The centre houses many of the province's sport and recreation associations. In May 1988, the centre was relocated to 1367 West Broadway, Vancouver. A grant of $55,000 was awarded to the British Columbia Sports Hall of Fame and Museum to help meet its administrative and operating costs.

Leadership

Instructors and administrators of sport and recreation associations received $80,000 in financial assistance towards the cost of leadership training events at the regional level provided during 1988-89 through the B.C. Parks and Recreation Association. Eighty-nine provincial trainers were trained in one or more of the six Skills Program Training Modules which include planning, marketing, financial management, time management, leadership and volunteers working together. Sixty workshops were held.

During the year, 7,800 coaches were trained in 230 courses covering levels I, II and III of the National Coaching Certification Program.

Year of the Coach - 1989 was a program mounted by the Coaching Association of Canada with the help of the provinces to recognize the efforts of coaches at the local level. The ministry provided funding and staff to help start and administer the 'Year of the Coach - 1989' program in British Columbia. A press conference was held in February 1989 and extra workshops were organized for training throughout the province. Several provincial sport organizations held special recognition events for their coaches. The program continued in 1989-90.

Participation

The 1988 B.C. Summer Games were hosted by Oak Bay/Greater Victoria in August, attracting more than 4,000 amateur athletes and thousands of spectators. Nelson hosted the 1989 B.C. Winter Games. The branch provided $3 million in funding support to the B.C. Games Society. A $70,000 grant was awarded to the Northern B.C. Winter Games Society to hold the regional games in the city of Prince Rupert.

The first annual B.C. Seniors Games were held in Vernon in June 1988 with more than 900 people participating. The Games are designed to enhance the lifestyles of British Columbians 55 years of age and older by promoting participation in healthy activity. The branch provided the B.C. Seniors Games Society with a grant of $60,000 to help offset the costs of organization.

In 1988-89, 289 British Columbians of all ages took part in the British Columbia Fitness Awards and 125,210 elementary school-aged children participated in the Premier's Sport Awards Program. Since 1982, 693,102 children have participated and 307,345 awards have been earned.

Excellence

Premier's Athletic Awards were presented to 23 British Columbia athletes by the premier and the minister, including:

- 10 World Class awards of $1,250 each *
- nine World Class awards of $2,500 each
- four Secondary School awards of $2,500 each

Twenty-two B.C. athletes received Nancy Greene Scholarships including one award of $500 and 21 awards of $1,000 each.

(To be eligible for World Class awards, recipients must be ranked in the top eight in the world (or the top four for team sports) in world-class events (for example, the Pan Am, Commonwealth or Olympic Games). Nancy Greene Scholarships are awarded to secondary students who are planning to attend post-secondary institutions in British Columbia and Secondary School awards are given to the top five Nancy Greene Scholarship winners.)*

A total of 327 athletes in 39 sports received B.C. Athletic Awards for a total value of $282,407. Eight athletes were awarded Karen Magnusun Scholarships of $500 each and 500 junior secondary school athletes received B.C. Sport Development Awards to attend sport development camps in 1988.

Under the Best Ever Program, $1,462,647 was granted to 41 eligible provincial sport organizations above and beyond provincial core funding. A total of $350,000 was provided by the branch during the year to help prepare Team B.C. for the Canada Summer Games in Saskatoon in August 1989.

The British Columbia and Olympic Athlete Career Centre was operated on a pilot basis during the reporting period to provide athletes with job referral, counselling and exposure to a network of potential employers. A consultant was retained to study the feasibility of establishing the centre on a permanent basis.

During the reporting year, the branch circulated a survey to those involved in the organization and administration of amateur sport and recreation, inviting them to comment on how the delivery of provincial government funding and program support might be improved. The results were published in the form of a study, the Action Challenge Study, and the branch began to consider its recommendations by the end of the reporting year.

In September 1988, Canadian runner Ben Johnson was found to have been using performance-enhancing drugs to train for the Olympics; the Dubin Commission was subsequently established to inquire into the issue of drugs in sports. The testimony and findings of this commission will, no doubt, have an impact on future policy, funding and programs of the branch in its leadership role among recreation and amateur sport client groups and governing bodies.

Outdoor Recreation

The ministry promotes the protection, conservation, development and public appreciation of outdoor recreational resources throughout the province. Its programs are delivered through the Archaeology and Outdoor Recreation Branch.

The branch acts as a communication link between ministry clients such as the Outdoor Recreation Council of B.C. and other groups with an interest in outdoor recreation, and the provincial land use planning programs.

During 1988-89, the branch set out to define the techniques and information required to identify the economic values of outdoor recreational resources. Such a valuation would improve the information available on outdoor recreation issues in making land-use decisions. A study was completed and a proposed model for evaluating resources was identified. Reports were distributed to ministries with management responsibilities for outdoor recreational resources — Parks, Forests and Tourism.

3. Historic Resources

Archaeological Resources

The ministry promotes the protection, conservation, development and public appreciation of archaeology resources in B.C. through the Archaeology and Outdoor Recreation Branch.

Resource Management

All activity which could damage, destroy or alter an archaeological site must be approved by permit. The branch's resource management program reviews development proposals such as land subdivisions, oil and gas exploration, Crown land leases and major industrial developments. It provides input on archaeological resource management to the ministries of Parks and Forests. In addition, all professional research involving archaeological sites must be reviewed and approved by the branch.

Resource Information Services

Effective resource management relies on resource information being current. The Resource Information Services program maintains a computerized data base containing more than 17,000 records of archaeological sites and coordinates resource inventory surveys performed by private contractors. The program also maintains registries of protected heritage sites in B.C.

During 1988-89, the branch reviewed and assessed more than 1,700 potential conflicts between archaeological sites and a variety of developments; where required, it made arrangements to manage conflicts.

The branch contracted services from private professionals for emergency assessment and management of threatened archaeological sites, including those threatened by highway development. In all, 30 such contracts were negotiated. Three additional contracts funded by lottery allocations were negotiated and administered to provide for the conservation of perishable prehistoric artifacts as well as emergency salvage of archaeological sites threatened by private house construction.

A major project to protect archaeological sites threatened by vandals due to low water levels in the Libby Dam Reservoir (Lake Koocanusa) was arranged during this reporting period in cooperation with the Kootenay Indian Area Council.

A branch objective was to plan for complete computerization of branch operations over three years. During 1988-89, personal computers with appropriate software and printers were obtained for the Resource Information Services program and branch administrative staff. Equipment for Resource Management staff is to be hired by 1991. Computerization and development of impact assessment guidelines for resource management agencies and development proponents will help in dealing increased demand for services.

Heritage Conservation

The ministry provides leadership, planning and coordination for the protection, conservation and presentation of British Columbia's built historic resources. The Heritage Conservation Branch provides assistance to provincial, regional and local agencies, and to individuals; it also provides management services to the B.C. Heritage Trust, manages Trust-owned properties

and operates 12 Heritage Trust preservation programs.

The Heritage Conservation Branch has the major responsibility for implementing the *Heritage Conservation Act*. The responsibilities, mandate and structure of the B.C. Heritage Trust are also defined in this act. The Trust is governed by a board of nine directors with the chairman reporting directly to the minister. It has no direct allocation of staff but 6.2 branch full time equivalents (FTEs) are assigned to deliver programs and provide support to the B.C. Heritage Trust which operates from the same Victoria office as the branch.

The Heritage Trust owns Beachgrove, Crescent Beach, Hat Creek Ranch, the Grist Mill at Keremeos, Vallican Archaeological Site and Monte Creek heritage sites and manages 12 programs which focus on:

- archaeology,
- building restoration,
- community heritage development,
- conferences and societies,
- heritage area revitalization,
- B.C. historic landmarks,
- planning and inventory,
- publication assistance,
- religious building restoration,
- scholarships,
- special projects, and
- transportation artifacts.

The programs are funded from the B.C. Lottery Fund; most require 50 per cent cost-sharing from participating organizations, communities and Native bands. The Trust provides support for two major annual events, Heritage Week celebrations and the Heritage Interchange session, which brings together key provincial organizations involved in heritage conservation.

During 1988-89, the Heritage Trust provided $1.3 million in grants through its 12 program areas. Notable among these was the Heritage Area Revitalization award to the City of Trail to plan the revitalization of the area known as "The Gulch."

The branch emphasized three areas during the reporting year: provincial leadership, regional development and community initiatives.

Provincial leadership

The branch completed an interministry policy paper on heritage legislation, coordinated of a review of Native issues, developed a provincial historical themes report, completed a preliminary proposal for Building Code amendments for heritage buildings and developed the first phase of the Chinatown/Gastown heritage area management plan.

Regional development

The branch assisted the creation of British Columbia's first ecomuseum in the Cowichan/Chemainus valleys to provide opportunities for the preservation and presentation of B.C.'s forestry heritage. The minister announced the Historic Landmarks program designed to provide financial support for the presentation and preservation of significant regional and provincial landmark sites in the province. The Heritage Trust's Hat Creek Ranch was opened during the year and restoration of the BX Barn was completed at a cost of $98,000. At Keremeos, the Grist Mill was improved with a $40,000 visitor centre display.

Community initiatives

The Community Pride program facilitated 24 workshops in its first year to help communities learn how to manage heritage conservation and provide input on particular technical issues facing the community.

Heritage Properties

The ministry manages a network of 20 heritage facilities throughout the province, including Barkerville Historic Town, Cottonwood House, Fort Steele Heritage Town, Kilby General Store Museum, Point Ellice House, Helmcken House, Carr House and Craigflower Farmhouse and School. Heritage Property Branch staff undertake research, preservation and protection of artifacts and archival collections, and ensure the security and maintenance of the properties. The history and lifestyle of each property is presented through special events, school programs, guided tours, demonstrations and displays. Local cooperating associations encourage and facilitate volunteer efforts and cooperative activities with individuals, non-profit organizations and the business community.

In 1988-89, branch-operated heritage sites attracted more than 400,000 visitors and generated $372,500 from admission fees and donations.

Preservation and enhancement of heritage attractions are critical in an increasingly competitive tourism marketplace. During 1988-89, a number of high quality capital projects were undertaken, including:

- relocation of the Root Beer Saloon to the House Hotel and foundation replacement for the Kwong Lee Manager's House, both at Barkerville,
- relocation and stabilization of the Kootenay Club and construction of a new bakery concession, both at Fort Steele,
- extensive exterior conservation and garden restoration at Point Ellice House and major interior restoration that enabled Helmcken House to reopen to the public. Both houses are located in Victoria.

Royal British Columbia Museum

The Royal British Columbia Museum is responsible for acquiring, preserving, studying and interpreting human and natural history collections and their context for the benefit of all British Columbians and their visitors.

The Collections Program is responsible for managing the museum's anthropological, historical and biological collections, including acquisitions, treatment, preparation, registration, inventory, and protection of objects.

The Research and Interpretation Program ensures that collections are fully documented, that proper research procedures are applied and that the resulting knowledge is presented in an attractive and appropriate form for identified audiences.

The Central Services Program provides the library, photographic, graphics and visitor services required by the collections, research and interpretation programs.

The Finance and Administration Program ensures that budget development, control and expenditure are properly transacted, that facilities are maintained and developed, that exhibits are maintained and that the activities and the services of the museum are promoted.

During 1988-89, 790,240 people viewed the museum's exhibits. Ticket sales of 501,430 produced revenues of $1,736,839.

The year was the museum's 101st and was filled with events that changed and improved it. One of the outstanding achievements was the opening of the temporary exhibit "Rocks, Rigs and

Roughnecks", which was funded mainly by Canadian petroleum companies. As the museum continues to expand and develop, it will look increasingly to the newly formed Fannin Foundation and corporate sponsorship to provide funding to assist in meeting objectives.

A new travelling exhibit, "Echoes From Our Past", joined the 'fleet' of 12 other travelling exhibits which reached 84 communities in British Columbia, Alberta, Saskatchewan, Quebec, Newfoundland, Prince Edward Island, and the Northwest Territories. Speakers tours touched another 68 communities in British Columbia. Eleven incoming temporary exhibits were displayed in our Fannin and Friends Galleries and a new temporary exhibit space in the Clifford Carl Hall (museum foyer) hosted six in-house exhibits. School programs and tours proved more popular than ever, with an increase of 67 per cent in overall bookings during the reporting period. Among other publications, the books "The Birds of the Okanagan Valley" and "Buttercups, Waterlilies and Their Relatives" were released.

The international Jason Project was initiated during the year, a project that linked the museum live by satellite with undersea exploration in the Mediterranean. School students and the general public were also able to interact with the explorers.

Progress was made in the upgrading of storage for historical collections and the Kwa kwaka'wakw Potlatch Collection was stored temporarily on its way home from the Royal Ontario Museum to Cape Mudge and Alert Bay. During the year, the museum sponsored the First Peoples Festival, an annual event.

Corporate Programs

To support its operational mandate, the ministry maintains a set of corporate programs that include:

1. financial services,
2. personnel services,
3. administration,
4. corporate planning,
5. information systems,
6. public affairs, and
7. the ministry library.

1. Financial Services

The Financial Services Branch is responsible for all accounting and financial administration functions of the ministry essential to the successful delivery of all ministry programs.

The branch coordinates and prepares Estimates of Expenditure; provides budget and expenditure control, revenue administration, financial systems development and asset control; develops and implements financial administration policies and procedures; and administers and audits extensive municipal grant programs under the *Revenue Sharing Act* and the *Home Owner Grant Act*.

A government reorganization during 1988-89 added the recreation, culture and historic resources programs to the ministry. As a result, the ministry's expenditure budget grew by $55 million, including lottery and special account allocations, to $520 million. Branch workloads increased dramatically and staffing increased to 31 from 23. The integration of the new branches into the ministry's financial structure was successful but new needs for financial control, systems, audit and reporting became apparent. As a result, the Policy, Systems and Audit section was created to address some of these issues.

2. Personnel Services

The Personnel Services Branch assists ministry management in selecting, allocating and maintaining a competent work force and helps ensure effective management and development of staff. This includes providing advice to managers on recruitment and selection of staff, appraisal systems, labour relations, accident prevention, benefit administration, classification of positions, organizational design and employee counselling.

The branch has authority to make appointments to the public service in accordance with the *Public Service Act* and to classify most positions; this authority is delegated by the government-wide Government Personnel Services Division.

During 1988-89, a high level of activity resulted from government reorganization and a resulting staff increase to 729 full-time equivalents (FTEs) from the previous 450, a strong private sector economy which contributed to a continuing high level of staff turnover, and early retirement by a number of the ministry's most experienced workers.

The ministry expansion greatly increased the diversity of the ministry. To develop a more unified management approach, managers from the various programs were brought together in seminars, retreats, work-site tours and in an executive management committee.

The branch continued to work toward producing reliable and timely personnel and leave management information for the ministry's program managers and to provide both job specific and career enhancement training to staff.

To help maximize employee health, productivity and morale, the ministry introduced an employee fitness program, featuring fitness assessments, a newsletter, fitness tips, special events, noon-hour walks and some good-natured contests to encourage employees to become and stay physically fit.

There will be an ongoing need to reassess ministry organization. Increasing opportunities in the private sector will increase staff turnover and the need for recruit-

ment. The branch will continue to place a high priority on staff training and the ministry will become more pro-active in encouraging gender balance in occupational groups where females are underrepresented.

3. Administration

The necessary tools to carry out its day-to-day and long-term functions are provided by the Administration Branch. It manages ministry facilities, telecommunication and postal services, asset inventories, vehicle fleet and purchasing functions. The branch is responsible for more 70 office facilities located around the province.

The increase in administration brought about by the ministry's expansion in 1988-89 was a smooth transition. The expansion meant the ministry's Victoria offices were spread out in several locations; planning began to bring the offices together under one roof. The need for an administrative policy and procedures manual will be addressed over the next few years.

4. Corporate Planning

The Corporate Planning Branch develops, implements and reviews the ministry's corporate and strategic planning initiatives, ensuring that its long-range plans are integrated with those of the provincial government. The branch coordinates ongoing ministry involvement with the Cabinet Caucus Committee on Privatization and coordinates the ministry's liaison with the Ministry of Regional Development.

The branch's key objective during the reporting period was the development of a strategic plan to reflect the integration of the Ministry of Municipal Affairs with the Culture, Recreation and Historic Resources Division transferred from the Ministry of Tourism, and the integration of the Engineering and Inspection Branch transferred from the Ministry of Transportation and Highways. This objective was achieved within the reporting year.

During 1988-89, the branch also assisted the British Columbia Sport and Recreation Advisory Council in the initiation of a review of sport and recreation in British Columbia, reviewed six privatization proposals by staff and the private sector, and coordinated a review of public inspection services on behalf of Cabinet with a view to their consolidation within government.

5. Information Systems

The Information Systems Branch provides and maintains computer-based information systems throughout the ministry.

The ministry operates two Hewlett Packard minicomputers, two Wang minicomputers, as well as IBM and Apple microcomputers. These computers provide information systems to regional offices throughout the province.

Government reorganization has resulted in four incompatible computer systems being used within the ministry. The objectives for 1988-89 were aimed at integrating the systems from the different ministries and defining a plan for future development that would tailor computer systems to individual branches while allowing for shared functions like electronic mail, accounting, and personnel/payroll administration, where necessary. The branch identified the different activities of the ministry and recommended the general direction systems development should take. Major projects were identified for the Royal BC Provincial Museum, the Safety Engineering Division and for the use of elec-

tronic mail and other administrative systems. A three-year plan was prepared and approved under which the ministry will increase the number of computer terminals available to employees to 400 from the existing 120. A systems training plan was established and funded.

Thirty-two more terminals were acquired in 1988-89 and computer access was expanded to five more regional offices. About one-third of the information systems budget was spent on acquisition of equipment and services from the private sector.

Implementation of the new systems strategy will begin in the coming year. The increasing awareness and use of computers, combined with the continuing decline in the cost of systems technology, will enable us to address the need for a collections management system at the Royal B.C. Museum and increased system capacity in the Safety Engineering Division. We will also face major decisions on connecting the ministry to government-wide electronic mail and on the use of common word-processing systems. Up to 150 more terminals are expected to be installed in the coming year and the use of local area networks will be tested in the ministry.

6. Public Affairs

The Public Affairs Branch advises and assists the minister and ministry executive and management in ensuring positive media, public and client relations and improving widespread awareness and understanding of the ministry's purpose and functions. The branch provides editorial and production management for quality print, spoken and audio-visual material that provides fluent interpretations of ministry policies, activities and programs. Materials include speeches, news releases, publications and briefing notes.

The branch also administers the Provincial-Municipal Partnership Program, which provides assistance to municipalities for tax relief for new industry, economic development strategies and promotion. The program is designed to foster a municipal contribution to local job creation without direct subsidies or the erosion of municipal tax bases.

7. Ministry Library

The Ministry Library in Victoria provides library services to support ministry staff all over the province in their responsibilities. To a lesser extent, it also serves consultants, university students and the general public.

In the fall of 1988, a ministry task force representing all areas of the ministry was set up to review library services throughout the ministry (with the exception of the Royal British Columbia Museum and the Library Services Branch). The task force surveyed ministry staff and presented its findings to the executive at the end of the fiscal year. It recommended that the library:

- organize all collections and compile a comprehensive catalogue;
- develop user services such as keeping users aware of new developments, conferences and materials received by the branch and providing a newspaper clipping service and library orientation; and
- establish policies and procedures.

An action plan detailing the orderly implementation of library services in the ministry was accepted.

In August 1988, an integrated on-line computer program, the Sydney Library System, was installed to manage cataloguing, acquisitions and circulation transactions. The existing 8,000 catalogue records were converted to the Sydney Library System and circulation and acquisition functions were automated. A major project completed was the cataloguing of the Sport and Recreation Branch and Cultural Services collections.

Agencies Reporting to the Ministry

A number of independent agencies report to government through the Minister of Municipal Affairs, Recreation and Culture. These include:

1. the Islands Trust
2. University Endowment Lands (UEL)
3. Heritage Trust
4. Capital Commission
5. B.C. Assessment Authority

The Islands Trust and UEL activities for the reporting period are described in this section. The Heritage Trust, the Capital Commission and the B.C. Assessment Authority produce annual reports independent of this annual report; neither the Capital Commission or B.C. Assessment Authority activities are described at all in this annual report; the Heritage Trust is discussed to some extent under Historic Resources.

1. Islands Trust

The Islands Trust was established by the *Islands Trust Act* in 1974 in response to the unusual problems facing the islands and the waters between the mainland and the southern half of Vancouver Island. The entire Islands Trust area covers some 5,000 square kilometres and includes about 500 islands in the southern gulf area.

The Islands Trust has the authority of a regional district for community planning and land use regulation, but it is not responsible for building and health inspection and other services not related to land use. The Trust works with other agencies and reports to Cabinet through the Minister of Municipal Affairs, Recreation and Culture. Staff of the Development Services Branch are assigned to carry out the programs for the Islands Trust and provide administrative support to the Trust office in Victoria. The operations of the Islands Trust are funded by taxation of island property and provincial government revenue.

There is local Trust committee for each of 13 designated groups of islands. Residents of each designated island group elect two local trustees who serve two-year terms. Together, the 26 local trustees elect three trustees from their ranks to make up a general Trust committee for the entire Trust area. This committee considers land-use planning and general policy matters affecting the Trust as a whole, more than one group of islands, or islands not in a designated group. The three general Trust committee members are also members of each of these 13 committees, making five-member local Trust committees to handle local planning, zoning, community plans and local policy.

A statistical account of Islands Trust activity is contained in Appendix 4. A continuing priority for the Trust will be to develop goals, policies and procedures to guide the use of the *Islands Trust Act* dealing with the holding of land and funds. Work on implementing the draft model land-use bylaw and completion of position papers for Trust Council approval will continue to be a focus of activity.

2. University Endowment Lands

The University Endowment Lands (UEL) is responsible for the administration of the subdivided area of the UEL and provides a full range of local government services to the residents, faculty and staff of the University of British Columbia (UBC), the Health Science Hospital, various research facilities and the Greater Vancouver Regional District's Pacific Spirit Park.

The services of the UEL administration range from building and plumbing inspection, road maintenance, sewer and water utilities to the provision of fire protection. Residents pay for these services through a combination of local property taxes and user fees.

A major program area is the provision of fire protection, fire prevention, rescue and first response to emergencies for the UEL as well as the University of British Columbia. The area protected by this service has a real value of $1.6 billion and a peak population in excess of 42,000 people. These programs are administered from three locations.

During 1988-89, the fire department recruited and trained personnel to replace five retiring senior officers and fire fighters who left for career advancement in other fire departments.

A comprehensive community plan and land-use and building bylaws were prepared and were under review during the reporting period prior to enactment.

Detailed plans for hazardous material response were drawn up and fire department staff, in cooperation with UBC Occupational Health and Safety personnel, worked as instructors for an annual safety course.

The Provincial Ambulance Service was given the responsibility for ambulance service previously provided by the UEL administration. The UEL subsequently established an alternative service to provide rescue response without patient transport; a light rescue unit was obtained, equipped with rescue equipment and placed into operation. In addition, a new pumper was placed into service replacing a unit purchased in 1972.

B.C. Transit completed the installation of trolley lines along University Boulevard to UBC. This allowed the UEL to install ornamental street lights along University Boulevard. The new lights replaced a system which was installed in the 1930s and had become obsolete and unserviceable.

The first phase of a major infrastructure rehabilitation program was undertaken with the repaving of several streets and improvements to water and sewer lines throughout the UEL.

In December 1988, the premier announced the creation of a large, new regional park encompassing the forested area of the UEL. The UEL administration continued its administration of the area until it was created April 23, 1989, and turned over to the Greater Vancouver Regional District parks board.

In March 1989, the residents formed a restructure committee to investigate the feasibility of forming a local government or amalgamating with Vancouver. The ministry provided a restructure grant to assist with the preparations of a formal study to be undertaken in the next fiscal year.

Appendices

Appendix 1

Local Government In British Columbia:

A Description of the Ministry's Local Government Clientele

British Columbia's local government structure consists of incorporated municipalities (cities, towns, villages and districts), regional districts, improvement districts and special purpose districts such as school districts and regional hospital districts. The Ministry of Municipal Affairs is responsible for legislation pertaining only to municipalities, regional districts and improvement districts. School districts are incorporated under the *School Act* and regional hospital districts are incorporated under the *Hospital District Act*.

About 0.5 per cent of the total area of B.C. contains more than 84 per cent of the population of British Columbia and is incorporated municipally into cities, district municipalities, towns and villages. As of March 31, 1989, there were 38 cities, 1 Indian government district, 49 district municipalities, 14 towns and 46 villages.

Regional districts are a different form of local government and are organized to cover nearly the entire province. There were 29 regional districts throughout the province as of March 31, 1989; only one area, the isolated northwest corner bordering the Alaska panhandle, was not within a regional district. There are also 324 improvement districts throughout the province.

In addition, there are 75 school districts and 29 regional hospital districts in the province.

Local Government Organization

Municipalities, regional districts and improvement districts have unique organizational characteristics. The structure of each is outlined below.

Municipalities

Under the *Municipal Act*, the Lieutenant-Governor in Council can, upon the recommendation of the Minister of Municipal Affairs, Recreation and Culture incorporate the residents of any area into a municipality by letters patent.

If the population of an area does not exceed 2,500, the area is incorporated as a village; if the population exceeds 2,500 but not 5,000 it is incorporated as a town; if the population exceeds 5,000, it is incorporated as a city. If the local area which is to be incorporated as a municipality exceeds 800 hectares and has an average population density of less than five persons per hectare, the area is incorporated as a district municipality (Section 20). In practice, these rules are treated as guidelines rather than as rigid requirements.

The City of Vancouver, the Sechelt Indian Government District, the Islands Trust and resort community of Whistler are all incorporated separately by their own acts in recognition of their special planning, development and management needs. The University Endowment Lands are managed by the province under the *University Endowment Land Act*.

Council is the governing body of a municipal corporation and the custodian of its powers, both legislative and administrative. It is a continuing body, notwithstanding changes in membership by election or appointment (Section 214). Council develops policies, adopts bylaws or resolutions based on these policies and then ensures that they are executed by the administration.

The *Municipal Act* stipulates that council is composed of a mayor and aldermen, directly elected by the electors at large, and sets down general rules for council size (Section 208). A city or district municipality having a population of more than 50,000 shall have a council consisting of a mayor and eight aldermen. A quorum would be established with five members. The council of any other city or district municipality shall consist of a mayor and six aldermen. A quorum would be four members. The council of a town or village shall consist of a mayor and four aldermen; a quorum is established with three members. The term of office for all mayors and aldermen is three years.

The mayor is the head of council, the presiding officer at council meetings and the chief executive officer. Municipalities have a choice of administrative structure. They have the option of appointing a municipal manager or appointing an administrator. Most municipalities use the council-administrator form of government; council appoints the administrator and prescribes his or her powers, duties and responsibilities subject to the *Municipal Act*. In addition to a municipal manager or administrator, municipalities appoint a treasurer and a clerk. Both the clerk and treasurer have duties and powers prescribed by council in addition to powers, duties and responsibilities as set out in the *Municipal Act*.

The *Municipal Act* delegates power to incorporated municipalities over almost every aspect of local affairs. An important function of municipalities is to levy and

collect real property taxes. They also collect taxes for other structures of local government, such as regional districts, some improvement districts, school districts and other special purpose bodies. In addition to their taxation power, municipalities have the power to pass bylaws concerning a wide range of matters as summarized in Figure 1.

Figure 1. Municipal Functions

SERVICE CATEGORY	SERVICES PROVIDED
General Government Services	• legislative • general administration
Protective Services	• policing (for municipalities with a population 5,000+) • fire protection and control • building inspection • emergency measures (shared with province)
Transportation Services	• roads, sidewalks, storm sewers • drainage ditches • snow and ice removal
Environmental Health	• garbage and waste collection and disposal
Public Health and Welfare (welfare services provided by province)	• public health
Environmental Development Services	• community planning and development • land use control, zoning
Recreation and Cultural Services	• parks and playgrounds • recreation facilities • community services
Fiscal Services	• debt charges • transfers to own accounts • unconditional and conditional transfers to other governments and agencies
Utilities	• water, sewer

Note: In addition to the statutory powers listed above, and which are granted outright, municipalities have powers which can be exercised with the permission of the minister. These include electrical distribution, telephone services and transit services.

Regional Districts

In 1965, legislation was introduced which created regional districts which were empowered to provide, at the request of its members, both hard services (such as sewage and water) and soft services (such as recreation programs and fire protection) to both municipal and non-municipal areas. Over the next three years, 29 regional districts were incorporated, covering the greater portion of the province. The 29th regional district was incorporated in October 1987. Municipalities, while being made members of regional districts, maintained their existing local government structure. Non-municipal areas within a regional district are divided into electoral areas.

Each district is governed by a regional board of directors, composed of members who are either directly elected in the electoral areas or are members of council of the incorporated municipalities. Electoral area directors are elected for three years and municipal representatives are appointed annually by the councils.

A chairman is elected annually from among the members of the regional board and is the chief executive officer. In addition to the chairman, a secretary and a treasurer are appointed by the regional board. The secretary functions in the same way as a municipal clerk and the treasurer functions as would the treasurer of a municipality. A regional district board may also appoint an administrator, if deemed necessary.

The powers of a regional district are set by provincial statutes or may be acquired by letters patent issued at provincial discretion. The regional board may also provide a service on a limited basis through a specified area bylaw initiated by the regional board. Each service of a regional district has a separate and distinct boundary for regulation and cost recovery purposes. The area in which a service may be performed ranges from a portion of an electoral area to the entire region. Regional districts are a shell under which a collection of quite different services is provided, each with a separate boundary but all managed by a common board.

Regional districts provide services and land-use regulation to unincorporated areas (optional), services to municipalities and unincorporated areas that are best done jointly (optional) and access to the borrowing power of the Municipal Finance Authority (statutory). A comprehensive list of optional regional district functions and services is found in Figure 2 on the following page.

Figure 2. Regional District Functions and Services

	Number of Occurrences		
SERVICE CATEGORY	SLP [1]	SAB [2]	Total
LOCAL SERVICES			
Recreation & Libraries	123	70	193
Fire Protection & Regulation	22	161	183
Street Lighting	9	124	133
Solid Waste Disposal	39	50	89
Water Supply & Distribution	12	78	90
Parks	40	15	55
Sewage Collection & Disposal	13	45	58
Cemeteries	14	3	17
EXTENDED SERVICES			
Nuisance Control [3]	105	2	107
Animal & Dog Control	17	5	22
Building Numbering	14	1	15
Soil Removal/Deposit Regulation	11	0	11
Emergency Programs	4	0	4
ADDITIONAL SERVICES			
Economic Development Commissions	25	0	25
Housing: Land Banking, Subdivision Development	19	0	19
Flood Control, Dyking, Drainage	3	16	19
Other	152	34	186
TOTAL	622	604	1,226

1. *Service established by Supplementary Letters Patent.*
2. *Service established by Specified Area Bylaw.*
3. *Includes firearms regulation, noise control, weed control, fireworks regulation, unsightly premises, etc.*

The functions of regional districts vary between regions. In this way, the needs of the people in each region can be reflected and the regional districts can evolve function by function to suit the particular region. Although there are some statutory functions which the regional districts must perform, the region itself and its members basically determine what the functions and services of the district are to be. This ensures coordination between the various parts of the regional district. Any member area of the regional district may or may not participate in any given function at its own option, and costs for a function are shared only by those who are participating.

Improvement Districts

Improvement districts are incorporated under the *Municipal Act* primarily to provide rural residents with a vehicle for supplying specific services to themselves and recovering costs from users. They usually provide a single service such as water or fire protection for a non-municipal community. However, some of these districts provide a number of separate local services.

Each improvement district is governed by a board of trustees who are elected by local residents for a three-year term. Section 829 of the *Municipal Act* sets out the responsibilities of the trustees and the methods of their election. A board may or may not hire staff to administer the affairs of the improvement district.

Improvement districts have not been assigned functions by statute. The Lieutenant-Governor in Council may grant objects that appear advisable and with powers deemed necessary to carry out those objects (*Municipal Act*, section 824). Figure 3 outlines the wide range of permissive functions of those improvement districts existing in 1988. Improvement districts do not have responsibility for local roads or for community planning. Overall, there were 26 different functions provided by the 328 districts.

Figure 3: Permissive Functions of Improvement Districts as of March 31, 1989

Function	*Number of Districts with function*
Waterworks	263
Fire protection	86
Irrigation	67
Street lighting	43
Drainage	39
Garbage	32
Parks and playground	29
Dyking	20
Sewerage	19
Cemetery	7
Community hall	7
Ambulance	5
Community recreation	5
Electrical power distribution	5
Lake level control	4
Land improvements	4
Mosquito control	3
Water treatment	3
Boat launching and parking	2
Acquisition of land	1
Dock and float facilities	1
Health centre	1
Housing	1
River bank protection	1
Sidewalks	1
T.V. antenna	1
Water quality monitoring	1

Local Government Finance

Municipalities, regional districts and improvement districts employ different financing mechanisms. Each system is outlined below.

Municipalities

Municipalities obtain their revenues for general and utility purposes from these principal sources:

- property taxes (including grants-in-lieu of taxes);
- fees, charges and sales of services;
- grants from other levels of government; and
- other funds including revenues from own sources and other transfers.

In 1987, property taxation in all B.C. municipalities accounted for 60.2 percent of municipal general revenue. The federal and provincial governments and their agencies do not pay property taxes on certain of their properties but provide grants-in-lieu of taxes. Property taxes and grants-in-lieu of taxes combined accounted for 63.8 per cent of municipal revenues in 1987.

With regard to real property taxation, B.C. employs a system of variable rate taxation. Under this system, each taxing body is required to set specific and not necessarily equal tax rates for each property class. Within property classes, the rate of taxation does not vary. Therefore, the manner in which the property tax burden is shared among property classes is controllable through rate setting. Only municipal councils and the provincial government possess full power to determine the pattern by which the tax burden is shared among classes.

In addition to property taxes, transfers from other levels of government accounted for approximately 10.2 per cent of municipal general revenue and 31.7 per cent of municipal utility revenue. In this category, the provincial government, under the *Revenue Sharing Act*, provides a revenue sharing fund that allows for the sharing of provincial revenues with municipalities and regional districts.

Additionally, approximately 23.3 per cent of municipal revenues and 63.4 percent of municipal utility revenue were from fees and services.

Regional Districts

In regional districts, the annual cost attributable to each service is apportioned on the basis of assessment among the members using that service, both municipal and electoral area participants. Regional district finance works mainly on a requisition basis. That is, regional districts bill costs directly to the members of the service rather than to residents. The members are then in debt to the regional district for the amount of the bill and, in turn, are authorized to levy amounts necessary to recover the requisition from residents. Regional districts are essentially removed from the taxation process by this system. (In electoral areas, the provincial Surveyor of Taxes serves as the tax collector.) Additional regional district revenue is derived from the sale of services and from provincial government grants for both capital and operating expenses.

Improvement Districts

Improvement districts have choices on tax administration. They can choose to administer assessment, tax levying and tax services themselves. Alternatively, with respect to fire protection and street lighting only, they may ask the provincial Surveyor of Taxes to

administer the tax system. Improvement districts use different approaches for financing capital works depending if that work is fire protection and street lighting or other services.

Selected Financial Statistics For Municipalities And Regional Districts

The following statistics are designed to illustrate the financial activities of municipalities and regional districts. Data is the latest available for the fiscal year of all local governments, January 1 to December 31.

Assessment and Taxation

A major revenue source for municipalities in British Columbia is the real property tax which, over the past 20 years, has increased from $225 million to $1.8 billion. Of the $1.8 billion, approximately 44 per cent is for school purposes and 56 per cent is for general municipal purposes.

In 1988, net taxable values for general municipal purposes in city, district, town and village municipalities totalled $95.7 billion, an increase of $2.6 billion over the previous year.

Tax Collection

The tax collection picture in municipalities is considered to be the primary indicator of administrative effectiveness as well as of the ability of the taxpayer to meet the municipal tax levy promptly. In 1987, approximately 96 per cent of the taxes levied were collected, up slightly from 1986. Although economic factors have a substantial effect on tax collections, municipal treasurers and collectors are to be congratulated for their continued effort in maintaining this high rate of tax collection.

For 1987 data, see the ministry publication, Municipal Statistics, 1987.

Revenues and Expenditures

Audited financial statements for 1987 indicate that British Columbia municipalities and regional districts continued to maintain a favourable financial position. Gross revenues from all sources (including collections for other governments) during 1987 equalled $2.9 billion, an increase of $170 million over 1986.

Revenues ($ Millions)	1987	1986	Increase
General Municipal Taxation	1,021	960	61
School Taxation	789	779	10
Contributions, Grants, Subsidies	331	315	16
Revenue from Own Sources	806	723	83
	2,947	2,777	170

Home owner grants increased by $3 million in 1987 to a total of $246 million. When this is offset against the school tax levy of $789 million, a balance of $543 million remains to be borne by the property owner.

Expenditures ($ Millions)	1987	1986	Increase
General Government	216	205	11
Fire Protection	164	155	9
Administration of Justice	230	214	16
Public Works	224	199	25
Sanitation and Waste Removal	123	101	22
Recreation and Culture	269	246	23
Education	789	779	10
Debt Charges	312	310	2
Capital Expenditures from Revenue	121	99	22
Other*	499	469	30
	2,947	2,777	170

**Includes public health, social welfare, utilities and contributions to reserves and other funds*

Reserves and Surpluses

The total amount of statutory reserves, operating reserves and surpluses held in the accounts of all municipalities and regional districts at the end of 1987 was $1.4 billion. This represents 63 per cent of municipalities' and regional districts' total revenue, excluding school taxes. Of this total, $914 million is held in liquid form or in investments authorized by statute. A portion of the surplus is represented by arrears of taxes and other receivables.

Statutory reserve funds of municipalities and regional districts have again shown an increase over the previous year. At the end of 1987 these funds, held for a variety of purposes, amounted to $510 million, an increase of $44 million over the previous year. In addition, approximately $111 million was spent on capital works from reserve funds during 1987.

Summary of Five-Year Capital Expenditure Programs

Capital expenditure programs submitted by municipalities and regional districts during 1988 and covering the five-year period ending 1992, continued to provide useful information and guidance, not only to the local government bodies involved but to the ministry, other levels of government and various financial institutions as well. Review of these submissions and the constructive criticism offered by the ministry, where necessary, have led to a consistency in program format, proving beneficial to all concerned.

A summary of capital expenditure programs by year is provided in Table 2. Included under the 'General' heading are all capital expenditures for roads, sidewalks, public buildings, recreational facilities, land and other capital projects not related to water or sewer systems. As in the past, municipal councils attempt to finance most of their capital works out of current operating and reserve funds and provincial capital grants programs, thus reducing the requirement for significant long-term capital borrowing.

Borrowing

During 1988, councils and regional boards continued to meet a substantial demand for municipal services. Seventy-six loan authorization bylaws were approved by the Inspector of Municipalities and subsequently adopted by the local government body providing the service. Borrowing of $94,387,812 as summarized in Table 3 is $13,014,746 more than was authorized in 1987, due primarily to the increase in other tangible assets. Completion of the various projects authorized will be phased over a number of years and the demand for funds will follow the pace of construction. Included in the authorized borrowing is $8,699,251 in short-term loans that are subject to a per capita limitation under the *Municipal Act*.

The Inspector of Municipalities is not required to approve the borrowing of the City of Vancouver and the metropolitan water and sewer boards. Such borrowing is, therefore, not included in Table 3.

Preliminary borrowing of $8,305,092 was approved for local improvement works. The figure does not include a number of municipalities which have established special improvement funds to finance local works.

At December 31, 1987, debenture debt of $5,239,298 was guaranteed by the province under the *Municipal Act* (debt assumed from improvement districts by municipalities, formerly issued under the *Improvement Districts Assistance Loan Act*) and the *Municipal Aid Act*. (For details, see the ministry publication, *Municipal Statistics, 1987*.)

Total issued and outstanding debenture debt as at December 31, 1987, of all municipalities and regional districts, including the City of Vancouver, was $1,546,599,147.

The percentage of current revenue expended to service debenture debt (excluding debt for water and other utilities) decreased to 7.45 per cent in 1987 from 7.95 per cent in 1986. The debenture debt of water and other utilities is serviced almost entirely by consumer charges and frontage taxes.

Table 1
Index of the Historical Relationships Between Provincial Personal Income, Building Permit Value, Local Population, Revenue and Debenture Debt (1961=100)

Year	Population	Total Revenue [2]	Building Permits [3]	Debenture Debt	Total B.C. Personal Income [3]
1961[1]	100	100	100	100	100
1978	167	752	802	328	759
1979	170	827	1,060	366	865
1980	177	1,039	1,422	413	1,004
1981	180	1,276	1,713	455	1,173
1982	180	1,423	1,041	511	1,285
1983	181	1,445	1,078	562	1,349
1984	183	1,483	965	587	1,458
1985	184	1,506	1,085	591	1,558
1986	188	1,553	1,166	595	1,621
1987	190	1,649	1,422	599	1,756

1. 1961 acts as the base year for this index table. Growth is measured in percent. For example, the population for 1987 has grown by 90 per cent from 100 (1961) to 190 (1987).

2. Includes general municipal revenues, collections for other governments and revenues of regional districts and utilities.)

3. Information provided by Central Statistics Bureau, Ministry of Finance and Corporate Relations.

Table 2
Five-Year Capital Expenditure Program Summary by Year
For All Municipalities (Including Vancouver) and Regional Districts
147 Municipalities and 27 Regional Districts Reporting

CLASSIFICATION OF EXPENDITURES

	Water	*Sewer*	*General*	*Total*
1988	63,853,250	88,004,027	618,644,966	770,502,243
1989	53,996,877	54,629,478	430,015,352	538,641,707
1990	37,525,538	50,778,754	371,472,210	459,776,502
1991	44,670,492	38,621,056	348,362,892	431,654,440
1992	44,012,283	44,363,441	380,243,052	468,618,776
TOTALS:	244,058,440	276,396,756	2,148,738,472	2,669,193,668

PROPOSED SOURCE OF FUNDS

	General Revenue	*Grants*	*Reserve Funds*	*Debenture Sales*	*Other*	*Total*
1988	164,166,598	76,648,613	254,818,693	215,002,224	59,866,115	770,502,243
1989	142,659,838	61,679,136	145,904,883	159,074,731	29,323,119	538,641,707
1990	136,744,067	61,423,299	113,441,644	120,896,798	27,270,694	459,776,502
1991	131,881,414	39,555,327	104,607,750	132,386,161	23,223,788	431,654,440
1992	126,862,262	35,752,412	114,477,873	165,096,356	26,429,873	468,618,776
TOTALS:	702,314,179	275,058,787	733,250,843	792,456,270	166,113,589	2,669,193,668

Table 3
Borrowing Authorization, 1988

Purpose	*Regional Districts*	*Cities*	*Districts*	*Towns*	*Villages*	*Total*
Waterworks	$ 300,000	3,148,900	1,562,700	301,700	280,000	5,593,300
Sewers	0	4,746,200	8,500,991	566,900	0	13,913,091
Parks/Recreation	3,206,000	8,892,000	0	0	0	12,098,000
Civic Buildings	0	5,937,800	4,235,000	455,612	45,000	10,673,412
Equipment [1]	105,000	185,000	0	0	23,000	313,000
Other Tangible Assets [2]	2,687,330	16,583,100	31,595,420	206,250	724,909	51,797,009
Totals	$6,298,330	39,493,000	45,993,111	1,530,462	1,072,909	94,387,812

1. Including fire protection
2. Other tangible assets include land assembly, road improvement and sidewalks, and storm drainage.

Appendix 2

Grants under the *Revenue Sharing Act*

Basic Grants (Part I) - A municipality is entitled to an annual grant between $40,000 and $80,000 depending upon its average per-capita assessment relative to the average per-capita assessment of all municipalities in the province.

Water Facilities Grants (Part II) - Any approved project for construction of water facilities qualifies for between 25 per cent and 50 per cent funding of the capital cost. The annual amount is limited to $2,000,000 to any municipality or regional district.

Municipal Highway Grants (Part V) - A municipality undertaking construction of major municipal highways may qualify for a grant of up to 50 per cent of approved shareable costs. Total amount of such grants in any year is limited to $15,000,000.

Planning Grants (Part VI) - These grants are available to municipalities and regional districts for preparing or implementing official community plans or rural land use bylaws, economic strategy plans or comprehensive planning studies. Total funding is limited to $3,000,000 a year.

Regional District Grants (Part VII) - A regional district is entitled to an annual basic grant of $30,000 and an annual administration grant of $30,000.

Unconditional Grants (Part VIII) - The largest share of the revenue sharing fund (more than 40 per cent) is distributed under this part. Formulas involving average populations, assessments and expenditures are used to determine a municipality's share of the total available each year.

Restructuring Assistance (Part X) - Grants are available to municipalities and regional districts for incorporation, amalgamation or substantial boundary changes. Total available for distribution is $4,000,000. The grants are available for studies, policing assistance up to five years, per capita transitional grants and rural tax grants.

Sewerage Assistance (Part XI) - Grants are available to municipalities and regional districts for the construction of sewage collection and disposal facilities. Any approved project qualifies for 25 to 50 per cent funding of the capital cost. The maximum annual funding available to a municipality or regional district is $2,000,000.

Transmission Line Assistance (Part XII) - On approved projects, the cost of installing an underground transmission line is shared equally between the municipality, the utility company and the province.

Additional Grants (Part XIII) - Grants for water and sewer studies are available to the municipalities and regional districts up to 100 per cent of the first $5,000, and 50 per cent of the next $10,000 of the approved costs.

Grant Stabilization Account (Part XIV) - Each year money from the Revenue Sharing Fund is set aside in this account to be used to stabilize the disbursement of unconditional grants from year to year. Complex formulas are used to determine the amount to be deposited in the account and also the allowable annual amount of withdrawal.

Appendix 3

Legislation Administered by the Ministry of Municipal Affairs, Recreation and Culture

British Columbia Transit Act
Building Safety Standards Act
Capital Commission Act
Commercial River Rafting Safety Act
Cultus Lake Park Act
Electrical Safety Act and Regulations
Elevating Devices Safety Act and Regulations
Fire Services Act
Fireworks Act
Gas Safety Act and Regulations
Heritage Conservation Act
Home Owner Grant Act
Islands Trust Act
Klondike National Historic Park Act
Library Act
Local Services Act
Metro Transit Operating Company Act
Ministry of Municipal Affairs Act
Mobile Home Tax Act
Municipal Act
Municipal Aid Act
Municipal Expenditure Restraint Act
Municipal Finance Authority Act
Municipal Improvements Assistance Enabling Act
Municipalities Assistance Act
Municipalities Enabling and Validating Act
Museum Act (1968)
New Westminster Redevelopment Act
Pipeline Act
Power Engineer & Boiler & Pressure Vessel Safety Act and Regulations
Provincial-Municipal Partnership Act
Provincial Rapid Transit Subsidy Act
Provincial Transit Fund Act
Railway Act
Recreational Facility Act
Resort Municipality of Whistler Act
Revenue Sharing Act
Sechelt Indian Government District Home Owner Grant Act
Transit Services Act
University Endowment Land Act and Regulations
Vancouver Charter (not a public act)

Appendix 4

This Appendix contains statistical information on activities of the Ministry of Municipal Affairs Recreation and Culture for the fiscal year 1988-89, comparing the data, where possible, with the previous year.

Local Government Services

Administrative Services

The following table highlights the review and approval processes undertaken by the branch during 1988-89, in comparison with 1987-1988.

Activity	*1988-89*	*1987-88*
Ministerial approvals	701	887
Bylaw registrations	660	693
Orders in council	104	95
Certificates of approval	77	209
Regional districts: - Functions	67	39
- Specified areas	24	57
Municipal boundary revisions	9	10

Municipal Boundary Revisions, 1988 - 1989

	AREA (Hectares)			*POPULATION*		
Municipalities	*Before*	*Addition/ Decrease*	*New*	*Before*	*Added*	*After*
CITIES						
Vernon	2273.14	12.86	2286	20,248	152	20,400
Port Moody	2098.1	80.2	2178.3	15,754	90	15,844
Port Moody	2178.3	1.3	2179.6	15,844	16	15,860
Parksville	1242.92	2.36	1245.28	5,828	2	5,830
Vernon	2286	4.54	2290.54	20,400	2	20,402
DISTRICTS						
Hudson's Hope	93894.44	314.85	94209.29	1,158	Nil	1,158
Sechelt Indian Government District (New Incorporation)		-	-	-	727	
TOWNS						
View Royal (New Incorporation)	-	1260.43	-	-	4,989	
VILLAGES						
Ucluelet	595.33	548.27	1143.60	1,512	Nil	1,512
Salmo	220.55	1.53	222.08	1,014	1	1,015
Oliver	251.24	0.25	251.49	1,963	Nil	1,963

Municipal Financial Services

		1988-89	1987-88
Loan Authorization Bylaws reviewed	- #	111	152
	- $(million)	100	122
Regional District Service Requests reviewed		136	141
Water and Sewer Grant Projects reviewed		401	267
Improvement Districts:			
Bylaws registered		605	531
Order in Council and Supplementary Letters Patent approvals		36	39

Municipal Engineering Services

	1988-89	1987-88
Study Grants		
Applications processed	85	82
Value of Grant Applications	$ 695,606	684,685
Facilities Grants		
Projects evaluated	378	265
Value of construction	$173,005,020	90,901,844
Value of grant applications	$ 53,499,653	26,874,224
Value of grant approvals	$ 35,000,000	15,000,000
Improvement District		
Bylaws examined	17	7
Incorporation reviews	1	0
Trust fund releases	24	17
Investigations completed	23	35
Major project reviews	17	24
Engineering studies completed	4	8

Municipal Development Services

PLANNING GRANT SUMMARY 1985 - 1989

	1989	*1988*	*1987*	*1986*	*1985*
Cities	$ 324,275	236,000	432,430	281,950	215,250
Districts	451,750	290,750	596,620	448,081	295,350
Towns	107,438	42,500	92,100	32,000	24,650
Villages	170,124	117,550	299,844	99,264	100,500
Sub-total	1,053,587	686,800	1,420,994	894,795	635,750
Regional Districts	501,881	506,443	554,100	571,398	220,300
TOTAL	1,555,468	1,193,243	1,975,094	1,443,691	856,050

"LAND USE" PLANS AND BYLAWS

approved by the minister or registered by the inspector

	1988-89	*1987-88*	*1986-87*	*1975-86*
Lower Mainland local government floodplain development (MEVA 187)	109	95	90	142
Regional Districts	202	229	256	285
Islands Trust	45	47	49	44
Resort Municipality of Whistler	19	20	12	19
Villages	68	130	110	118
Totals	443	521	517	608

Organizational Policy

RESTRUCTURE PROGRAM ACTIVITY

April 1, 1988 to March 31, 1989

i	= incorporation	16
b	= boundary extension	17
a	= amalgamation	3
mr	= ministry initiated restructure review	4
rd	= regional district restructure	4
br	= boundary reduction	1
Total		45

The table on the following page details the location and status of these activities. The letters here are the key to the type of activity.

Organizational Policy

RESTRUCTURE PROGRAM ACTIVITY

April 1, 1988 to March 31, 1989

Project	*Stage One Prelimin. Study*	*Stage Two Implement. Study*	*Stage Three Legal Implement.*	*Stage Four Restructure Assistance*
100 Mile House		b		
Abbotsford/Huntingdon				b
Anmore				i
Bowen Island		i		
Campbell R./Quinsam			mr	
Chetwynd	b			
Clearwater		i		
Colwood				i
Comox Valley		a		
Cowichan Valley		b		
Fort Nelson-Liard				rd
Ganges	i			
Gibsons	b			
GVRD Sasamat			rd	
Hazelton/Gitanmaax		br		
Hope	b			
Houston				b
Kamloops				a
Kelowna				a
Langleys/GVRD			rd	
Lantzville		i		
Lillooet		b		
Logan Lake			b	
McBride	b			
Mr.chosin				i
Nakusp	b			
Nelson	b			
New Denver	b			
Okanagan Falls		i		
Oliver/SOLID		mr		
Osoyoos/SOLID		mr		
Port Clements	b			
Port Moody/Sunnyside			b	
Queen Charlotte City		i		
Queen Charlottes		mr		
Radium Hot Springs	i			
Rossland	b			
Sandg -i	i			
Sechelt. I.G. District			i	
Sechelt				i
Sicamous		i		
Sointula				
Valemount	o			
Vernon		rd		
View Royal			i	
TOTALS	14	15	7	9

Downtown Revitalization Program

CAPITAL WORKS LOANS APPROVED

April 1, 1988 to March 31, 1989

Municipality	Loan Amount Approved	Paid out at March 31, 1989	Status as of March 31, 1989
Richmond (Steveston)	500,000	-	Complete
West Vancouver (Dundarave)	532,662	532,662	Complete
Hazelton	150,000	-	Spring 89 start
Campbell River Phase II	678,000	344,583	Under construction
Port Hardy	500,000	472,500	Complete
West Vancouver (Ambleside) Phase I	568,000	568,000	Under construction
Oliver	510,000	-	Under construction
Nanaimo Phase II	600,000	-	Under construction
Kelowna Phase II	810,000	-	Under design
Fruitvale	300,000	-	Bylaw
Coquitlam (Maillardville)	550,000	-	Pre-tender design
Cranbrook	815,000	-	Bylaw
Total approved	$6,513,662		
Total Paid out as of 31 March		$1,917,745	

THE GRANT PROGRAMS

Type	# of grants	Allocated	Paid out by March 31/89
Strategy	19	$ 47,500	$ 25,000
Concept Planning	22	110,000	40,000
Facade			
Facade treatment	75	681,100	183,313
Design	12	54,200	29,200
BIA	5	27,100	26,740

SPECIAL GRANTS

Municipality	$	Type	Status
Princeton	30,000	Powerline removal	Paid
Lytton	10,000	Business core upgrade	Paid
Vancouver	10,000	Coordinator Mt. Pleasant	Paid
Fort St. John	5,000	Trees	-
Cranbrook	1,000	Bylaw assistance	Paid

Board of Examiners

CERTIFICATES IN MUNICIPAL ADMINISTRATION

April 1, 1984 - March 31, 1989

	Issued		*Declined - Pending**			*Total Reviewed*
Year	*Intermediate*	*Senior*	*Int*	*Senior*	*Pending*	
1984-85	27	14	12	9	0	62
1985-86	11	4	13	12	0	40
1986-87	12	20	15	9	0	56
1987-88	14	7	10	5	11	47
1988-89	10	6	10	1	16	43

**Pending Reg. Review*

UBCM COMMEMORATIVE SCHOLARSHIP AWARDS

April 1, 1987 - March 31, 1989.

Institution/Program	*Number of awards 1987-88*	*1988-89*	*$ Amount per Award 1987-88*	*1988-89*
University of Victoria *Public Sector Management*	6	4	$500 *	500
Banff Centre, *Municipal Management Courses*	4	5 **	350	400
Camosun College *Public Admin. program*	1	3	100	100
Malaspina College *Local Gov't Administration*	4	2	190	190
U. of Washington *Municipal Clerks' Institute*	3	1	400	400
Municipal Officers' Association *M.A.T.I.*	29	23	400	400
C.G.A. Association	5	5	500 *	500 *
Miscellaneous Courses of Study	3	8	varied	varied

* represents an average amount due to differences in course fees.
** one applicant later declined the award.

Safety and Standards

Boiler and Pressure Vessel Safety

April1, 1988 to March 31, 1989
(with comparative figures for 1987-88)

	1988-89	1987-88
Contractors licenses issued	893	651
Certificates of Inspection issued (annual fee)	3,353	-
Boiler Inspections completed	7,181	6,285
Piping Systems Inspections completed	99	8
Manufacturing Shop Inspections completed	604	475
Special Inspections completed	138	107
Design Registrations completed	1,328	1,150
Installation permits issued	288	223
Refrigeration installation permits issued	252	184
Welding Examinations conducted	1,077	680
Welding Procedures approved	94	66
Power Engineers examinations conducted	1,134	856
Miscellaneous	324	265

Electrical Safety

April1, 1988 to March 31, 1989
(with comparative figures from previous fiscal year)

	1988-89	1987-88
Number of Permits issued:		
Contractor	54,231	48,666
Homeowner	7,750	7,835
Annual/Utility	906	903
Equipment	7,575	7,410
Number of Inspections performed:		
Site	69,588	76,179
Authorized	49,203	35,033
Examinations:	508	635
Contractor Certificates:	4,806	5,032
Plans Submitted:	680	551
Hazard Eliminations:	2,499	2,010
Electrical Fires/Accidents:	163	147
Fatalities	11	6
Burns	9	3
Shocks	3	1
Equipment failure	4	24
Fires	39	32

Elevating Devices Safety

April 1, 1988 to March 31, 1989
(with comparative figures for the previous fiscal year)

	1988-89	1987-88
Inspections Conducted	7,687	7,637
Individuals/Contractors Licensed	138	136
Plans Registered	650	538
Meetings/Seminars Conducted	120	140
Violations	24,000	21,171
Incidents Investigated	400	82
Licence Suspensions	60	50
Property Loss	$300,000	$300,000

Gas Safety Activities

April 1, 1988 to March 31, 1989
(with comparative figures for 1987-88)

	1988-89	1987-88
Work Permits Issued	34,498	33,353
Inspections Conducted	46,122	49,668
Pieces of Equipment Certified	1,366	1,196
Contractors Registered	1,231	1,199
Investigations Conducted	86	83
Examinations Given	1,038	833
Installations Rejected	2,221	2,520
Disciplinary Actions	3	4
Gas Fitters Licences Issued	6,054	5,738
Performance Indicators:		
Permits per Inspector	1,327	1,191
Inspectors per Permit	1.34	1.49
Revenue ($000)	2,200	1,904

Engineering and Inspection

AERIAL TRAMWAYS IN B.C.

	Existing	*New*	*Total*
Detachable grip Chairlifts	3	1	4
4-Passenger Gondolas	2		2
10-Passenger Gondolas		2	2
Fixed grip Chairlifts	67		67
Double Reversible Tramways	3		3
Self-Powered Reversible Tramways	6		6
Single-Reversible Tramways	3		3
Platter Lifts	9		9
T-Bars	53	1	54
Handle Tows	33	3	36
Rope Tows	13		13
Wire Tows	1		1
	193	7	200

Note: 43 installations which were previously shown as out of service but were kept on the inventory have been removed from these statistics this year. Four installations were not given annual inspections at the request of the owners.

Inspections

Inspection Type	*No. of Inspections*	*Directions Issued to Operators*
Annual Inspections	189	2,654
Operational Inspections	150	511
Construction Inspections	10	33
Acceptance Tests for new installations or modifications	20	376
Other Inspections (includes summer inspections)	10	32
	379	3,606

Reported Aerial Tramway Incidents

Incidents Involving Passengers [1]		17
Incidents Involving Failed Components [2]		34
Incidents Involving Displaced Components		12
Evacuations		23
Injury to Passengers:	Serious - Doctor	9
	Minor	7

1. Includes passengers being struck by carriers, collisions with other passengers, natural hazards or falling from equipment at loading/ unloading or on the line.
2. Includes failures of safety equipment, drive equipment, spring boxes and power source failure.

RAILWAYS IN B.C.

Railways under the provincial government jurisdiction:
- British Columbia Railway
- Southern Railway of B.C.
- B.C. Transit (Skytrain)
- Byron Creek Collieries Ltd. Railway
- B.C. Coal Ltd. Railway
- Crowsnest Resources Ltd. Railway
- Vancouver Wharves Railway
- Northwood Pulp and Timber Ltd. Railway
- Canadian Forest Products Railway
- Quintette Coal Ltd. Railway

and some 41 other active Industrial Railways, plus 10 Recreational Railways, including those in Fort Steele and Stanley Park.

Railway Inspections

Railway Trackage		
B.C. Rail	2,004	km
Yard and Sidings	425	km
Southern Railway of B.C. Mainline	102	km
Yard and Spur	100	km
Industrial Railways	415	km
Total	3,046	km
Major Rail Yards	17	
Equipment		
Locomotives	209	Units
Other Locomotives and Equipment	95	Units
Transit Cars - Skytrain	114	Units
Boilers	12	
Reservoirs	20	
Dangerous Goods		
Bulk Storage Facilities	32	
Manufacturers loading & unloading	12	
Pulp Mills	18	
Road Crossings		
Over & Underpasses	51	
Public	455	
Farm	173	
Access	282	
Signalized	112	
Applications and Certifications Processed		
Clearances	10	
Track	24	
Bridges, Tunnels and Other	21	
Road Crossings	37	
Automatic Signalizations	7	
Bulk Storage Facilities	7	
Crossings - Pipe, Wire	47	
New Railways and Operating Authority	10	
Special Approvals - Interchange Agreements, Rules, Time Tables	15	
Operating Personnel	114	

Rail Accidents Reported and Investigated

	Major	Minor
B.C. Rail	72	406
Southern Railway	11	31
Industrial & Recreational Railways	5	25
Skytrains	2	—

PIPELINE IN B.C.

Major Transmission Pipelines	2,148 km
Gathering and Flow and other Transmission Lines	8,855 km
Compressor and Pumping Stations	288
Liquid Natural Gas Plants	1
Applications Processed	
Pipelines	170
Compressor and pump stations	12
Regulator stations	27
Total	209
Length of Pipelines Constructed	
Gas	210 km
Oil & Multi-phase	55 km
Water (Salt & Fresh, related to Oil and Gas Production)	10 km
Total	275 km
Inspections	
Crossings	48
Regulator stations	138
Pipeline field inspections	278
Pump and compressor station inspections	35
Pipeline failures reported and investigated	22
Total	521
Summary of Failures	
Gas Pipeline Failures	12
Oil Pipeline Failures	7
Water Pipeline Failures	4
Total	23
Failures by:	
3rd Party Damage	5
Previous Damage to Pipe	2
Human Error	1
Internal Corrosion	6
External Corrosion	6
Component Failure	1
Environment Change	1
Overpressure	1
Total	23
Volume of Oil Spilled	10 Cubic Meters

Culture, Recreation and Historic Resources

Archaeology and Outdoor Recreation

Reviews:	
Development Proposals	1,663
Mine Developments	33
Energy Projects	18
Park Master Plans	10
Timber harvesting	10
Ministry of Forests' Local Resource Use Plans	7
Recreational Corridor proposals	8
Heritage Value assessment of Historic Trails	3
Accidental discovery of human skeletal remains	28
Applications from professional archaeologists to conduct studies	103
Additions to archaeological site records data base	961
Requests for archaeological site infomration	3,000 +

Library Services

PUBLIC LIBRARIES IN B.C.

The smallest unit of public library service eligible for provincial support is a reading centre; 20 reading centres provide library service to 10,863 residents in remote areas of British Columbia.

A public library association has corporate powers and is responsible for the operation of a library; 44 public library associations in B.C. serve 227,023 people or eight per cent of the population.

A municipal public library may be established by a municipal bylaw; 18 municipal public libraries in B.C. serve a total population of 1,477,803, or 51 per cent of the population. Two or more public library boards may establish a federated public library system to provide common services while member boards retain responsibility for local services. Eight municipal public libraries, serving 884,058 residents of the Lower Mainland, participate in the Greater Vancouver Library Federation.

A regional library district is made up of school districts and municipalities and is established following a successful plebiscite. An integrated public library system is established by one or more regional districts which have assumed library service as one of their functions. Three regional library districts and one integrated public library system serve 1,095,814 British Columbians or 38 per cent of the population.

Books-by-mail — shipped	20,000	books
Interlibrary loan	14,000	books
Purchases for smaller libaries	27,000	books
Block loans to reading centres and public libraries	46,123	books
Additions to own collection	4,000	books
Distribution not in English (National Library of Canada)	32,000	books
Audiobook deposit collections	5,904	audiobooks
Audiobook new title production	211	
Audiobook sales	40,000	cassettes

Corporate Programs

Personnel Services

	1988-89	*1987-88*
Staffing Actions	75	65
Position Reviews	35	20
Grievances Processed	25	9
Staff Training Requests Approved	480	380
Terminations Processed	75	90

Agencies

Islands Trust

ACTIVITIES
April 1, 1988 to March 31, 1989

Local Trust Committee Meetings	75
General Trust Committee Meetings	13
Bylaws adopted	51
Bylaws in Process at Year End	41
Public Hearings Held	24
Subdivision Approval Applications Reviewed	95
Crown Lease Application Reviews	92
ALR Development Application Reivews	24
Development Permit Applications	41
Board of Variance Applications	24
Development Variance Applications	20
Temporary Commercial and Industrial Use Permit Applications	2
Rezoning Applications Received	38
Bylaw Enforcement Complaint Investigations	18